HOW CAN THE CONSOLIDATION OF FUNCTIONS BETWEEN SMALL CALIFORNIA POLICE DEPARTMENTS ENSURE THE DEPARTMENTS' VIABILITY BY THE YEAR 2000?

A study which analyzes how the consolidation of functions between small police departments can ensure the departments' viability by the year 2000 and facilitate cost-effective deliverance of high quality service.

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This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future-- creating it, constraining it, adapting to it. A futures study points the way.

The views and conclusions expressed in this Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

"How can the consolidation of functions between small California police departments ensure the departments' viability by the year 2000?"

Chief Peter G. Herley
Tiburon Police Department

EXECUTIVE SUMMARY

Due to financial and manpower constraints and the level of police service expected by the public, police chiefs and city managers must look for alternate ways of providing police services or the viability of California's small police departments (under 25 sworn officers) will be in jeopardy by the year 2000. The 146 small departments make up 42 percent of California's city police departments.

Chief Peter G. Herley's study analyzes the issue of consolidating functions between small departments as a means to help ensure the departments' viability while enhancing the quality of police services and cutting costs. Some of the functions considered for consolidation include communications, investigations, purchasing, research, training, crime analysis, and records.

The study's first objective defines past, present, and future issues related to the consolidation. Using a nominal group technique, trends and events are forecast and their cross-impact is analyzed. Using these trends and events, a "desirable and attainable" futures scenario is developed which becomes the basis for the rest of the study.

Next, a strategic plan develops a strategy to implement the consolidation program. Four existing police departments used in the scenario are analyzed for their strengths, weaknesses, and their capability to accept change. Stakeholders in the consolidation program are identified and analyzed. Using a modified policy delphi technique, policy alternatives and implementation strategies are identified.

An effective model for the transition management process is then developed in the transition plan. The members of the critical mass are analyzed in terms of their level of commitment, responsibility, and readiness for change. The transition plan also points out the need for developing program objectives, creation of task forces, team building, and program evaluation.

The study concludes that consolidation of functions will be the best approach to ensure the viability of small police departments in the year 2000. Two of the benefits of consolidation will be enhancing the recruitment and retention of qualified personnel and facilitating the cost-effective deliverance of high quality service expected by the public.

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PROJECT BACKGROUND

Currently, small departments (less than twenty-five sworn police officers) make up 42 percent of California's 350 city police departments.[1] Most of these smaller departments are feeling the effects of fiscal constraints more than the medium size and large departments. This view is supported by the fact that there have been an increasing number of small departments which have disbanded in recent years because of financial and service related problems.[2]

Many small departments are currently in such jeopardy that they will either disband and the cities will contract for police services, or the departments will cut back on both services and personnel. This is a growing phenomenon which will likely increase in the future. Even some sheriff's departments which, in the past, would have eagerly provided "contract services" are now in severe financial straits because of the fiscal constraints imposed on county government. Thus, some sheriff's departments are not as willing as they once were to take on law enforcement responsibilities with contracting cities.

The costs of maintaining police departments are rising dramatically. Police departments, generally, have a greater percent of a city's budget (30 to 55 percent) than any other city function. Claims, civil judgments, and settlements against cities resulting from police actions are often higher than claims resulting from any other city department. A survey completed by Deputy Chief Thomas Wickum, San Bernardino County Sheriff's Department, disclosed that city administrators have serious concerns about the increasing high cost of law enforcement services. His survey found:

> The high cost concerns of city administrators, not only included the traditional expenses of a police department, such as salaries, benefits, equipment, and facilities, but also recruitment, training, required medical expenses, compliance with minority issues, and the exceedingly high cost of liability insurance. The liability concerns of the city rest with their inability to maintain 'affordable' liability coverage.[3]

After the voters in California approved Proposition 13 in 1978, local governments were forced to make cutbacks in spending. Other spending and taxing limits have been approved by the voters since then. The "Gann Initiative" which went into effect in July, 1980, put an even greater restriction on government spending. The initiative restricts government spending because its restrictions are based on actual appropriations in the base year 1978/79, and then adjusted annually for changes in the Consumer Price Index and population. The result of these measures is that the level of funding has not been proportional with the increasing costs needed to maintain the public's minimum expected level of service.

As far back as 1967, The President's Commission on Law Enforcement and the Administration of Justice, in its "Task Force Report: The Police," made recommendations for the consolidation of services; however, the report also included standards for consolidation of functions.[4]

The task force report suggests consolidating staff services (recruitment, selection, training, and planning), auxiliary services (records, communications, crime laboratory services, and detention), and selected field services (criminal investigation and emergency mutual aid). It was recommended that public information, internal investigation, and staff inspection be left to the individual agencies.[5]

Rodney Varney, professor of criminal justice at Western Connecticut State College, suggests that certain administrative and auxiliary functions of small departments should be consolidated. He terms this "Communities Organized Police Services." Among these functions are purchasing, criminal investigation, communications, emergency mutual aid, and training.[6]

Purpose of the Study

As the Chief of Police in a small (fifteen sworn officers) California police department, the writer has experienced serious budgetary, manpower, and other related constraints. The writer feels that the chiefs of police of other small police departments should be presented with an objective alternative approach to the delivery of police services --one which takes into consideration the various problems a small department faces.

The writer had a successful 20-year career with a much larger police agency (250 sworn officers) which was fortunate to have high salaries and benefits, offered considerable variety in job assignments, had many promotional opportunities, provided a positive working environment with excellent working conditions, and had little difficulty recruiting and retaining personnel. Most larger agencies, such as that one, offer much more in the areas mentioned above as well as a variety and diversification of specialized assignments for their officers.

Various alternatives have been suggested for small departments in delivering services to the citizens. Some of these alternatives include, but are not limited to, contracting with another law enforcement agency for service, total consolidation of two or more police departments, or delivering less service because of budgetary constraints. The above alternatives are, generally, unacceptable to the public, particularly in a small city where the community is closer to their police department.

Many chiefs of police of small departments have expressed concern as to whether their departments will exist in 10 years. This is evidenced in the results of a survey of chiefs of police of the 146 small departments in California. The chiefs envision consolidation as "the coming thing" if small departments have any hope of existing in the future and providing the service the public expects.

The main purpose of the study is to provide current and future police executives with an objective approach to keeping small police departments intact in the future, while at the same time enabling them to deliver the same or better services to the citizens at less cost. Without looking at the various futures as they relate to the viability of small police departments in California and without taking some decisive action in the present, the continued existence of small departments appears to be bleak. At best, the need for small departments to deliver expected services in the future at the same or reduced costs makes it a necessity for present and future police executives to evaluate alternative approaches to the delivery of police services.

Many studies and proposals have been written relating to the consolidation of entire police departments or contracting for police services with another law enforcement agency. There have been relatively few studies, however, which present the alternative approach of police departments consolidating various functions with each other and still remaining intact as separate entities.

Scope of the Study

The scope of this study is to analyze the feasibility of consolidating specific functions between small California city police departments with less than 25 sworn officers to ensure their viability in the year 2000. For the purposes of conceptual limitation and clarity, "consolidation" refers to the merging of various functions which are shared by two or more police departments. The term "consolidation" does not mean merging two or more separate police departments into one department nor does it mean contracting for police service with another police agency. A "function" is a group of related actions contributing to a larger action. The study deals with environmental factors affecting consolidation of

functions. "Environmental factors" are an aggregate of social and cultural conditions that influence individuals or communities.

Small departments share the same law enforcement responsibilities as larger agencies, but have fewer resources to fulfill these responsibilities. The study views the consolidation of functions of small police departments from a futures perspective. Though the research may be applicable to larger law enforcement agencies, the study focuses primarily on smaller agencies where the impact of the lack of resources is far, far greater.

Local Control Issue

The political reality is that most communities do not want to lose "local control" of their police departments. Contracting for police services or consolidating departments is often seen more as an emotionally political issue of loss of control than one of efficiency or practicality. It is also seen as a loss of the sense of "community" when the citizens do not have their "own" police department. There is no issue more compelling which may detrimentally affect the successful implementation of a program of consolidation of functions.

The desire for local control has brought about serious problems in the evolutionary development of police. August Vollmer, who is often called the "Father of Modern Police Administration," long ago recognized restrictions placed on the development of police by local control. He stated:

> It [police department] is defective internally because its functions are often discharged by amateurs, and the lack of coordination among separate, independent police agencies makes it even less effective. Law enforcement necessarily suffers when it is halted at every political boundary line.[7]

The political and social reality is that most citizens want a police department they can relate to and that the citizens can call "theirs." The citizens expect the chief of police and city officials, including politicians, to ensure that the police department meets the expectations of the citizens.

In 1980, the proposed merger of six municipal police agencies with the county law enforcement agency failed in Lafayette Parish, Louisiana. The proposal failed primarily because of the issue of local autonomy. The broad concern of "the loss of community identity and autonomy and loss of political representation within the consolidated city-parish government"[8] was one of the primary factors for the consolidation proposal not being accepted.

William P. Horgan noted the local control issue in his overview of the consolidation of police departments. He stated that opponents of consolidation of departments argue "consolidating police service would decrease or eliminate the close contact that exists between the police and the community. Authority of local police officers would be lessened and they would lose their effectiveness.[9]

Responses from the survey sent to the chiefs of California's small police departments indicated that almost all felt the issue of local control would be the biggest political problem in consolidating functions between small departments.[10]

Other Areas of Concern

Reserves. In the past, small departments often rely on reserve officers to bolster the level of personnel of the departments. The current number of police reserves in California has steadily declined over the past few years. Because of political influence of the state's police unions, higher and more stringent training requirements imposed by the Legislature

have made becoming a police reserve officer less desireable. The decline has impacted greatly on the ability of small departments to provide a minimum level of service.

Recruitment and retention. Recruitment has caused small departments great difficulty. Small departments have had trouble competing with larger police departments when it comes to hiring qualified candidates from a shrinking labor pool and retaining the officers once they are hired. Often a stronger tax base in larger cities enables the police department to have better equipment and pay higher salaries. These two incentives, coupled with the increased "activity" young officers often expect and the ability to work in specialized assignments, have made it difficult for small police departments to retain qualified personnel.

Promotional opportunities. Smaller departments offer limited promotional opportunities for those officers desiring to move up the career ladder. For this reason, many qualified officers leave to become officers on larger departments where the promotional opportunities are greater.

Insurance costs. Cities throughout the state of California are having an insurance crisis. The high cost of liability insurance has caused severe financial hardships on cities. Some cities have looked at various ways of obtaining insurance, such as becoming self-insured or entering into a "joint powers agreement" with other cities for insurance. Some cities have not been able to afford insurance or become self-insured. In order to pay for the high cost of insurance, some cities have had to cut services, sell city assets to raise money to pay insurance rates or a combination of both, or have gone uninsured.

The numbers of lawsuits due to police actions have risen as have the amounts awarded to complainants. These suits have greatly impacted the financial stability of cities and police departments. The financial impact on a small department is considerably

greater than on a larger one, which has a greater ability to "absorb" the financial loss.

Training Costs. High turnover in small departments has necessitated a high commitment to training. Officers are, by necessity, trained for a specialty; however, when they leave, they take their training with them. The new officers must then be trained. This is a never ending and costly circle. It is much more difficult to commit an officer to training in a smaller department because the "on-duty" loss of the officer is proportionally higher and, consequently, harder for the rest of the department to absorb.

Cost of technology. The cost of providing an acceptable level of service through the use of modern technology has been difficult for small departments. Buying one personal computer for a small department becomes burdensome as it may be a very large item in a small budget--an item which may preclude getting other needed equipment. After the cost of the computer comes the cost of the software, which is usually more than the hardware itself. The larger departments can better afford technological advancements.

Investigative services. Many smaller police departments do not have an investigative unit. Most often each officer is considered a "generalist" because the officer handles the call from the preliminary investigation through prosecution. Although this concept may seem good as it exposes an officer to more varied areas and provides the officer with the experience of completing the entire investigation, often investigations are not as complete as those which are handled by an investigator trained to handle the type of case being investigated. A major factor for developing expertise is experience. There are not enough crimes of a specific type from which the "generalist" can develop expertise. Packet and Engberg point out:

> Agencies with less than 20 sworn personnel can rarely justify more than two or three officers directly assigned to the investigative function. Suburban communities may lack the census counts to justify a number of personnel being assigned to investigations, but such cities often have to deal

with case loads traditionally associated with cities with much larger populations.[11]

Two cities in the Omaha, Nebraska, metropolitan area, LaVista and Papillion, with an estimated combined population of 22,000 and having a common boundary, provide an excellent example of consolidating the investigative function. The departments first did a workload analysis study, then drafted an agreement between the two departments outlining policies and procedures, and finally developed an implementation strategy. Upon completion of this process, a combined investigations unit was formed. The unit was well received by all officers since there was a vision that cases would be better solved and there was an investigative position for officers to work towards--one which did not exist before.[12]

Departments in northern Michigan counties have taken a different approach. Seeing the need for advanced scientific investigative services, county commissioners, sheriffs, chiefs of police, prosecuting attorneys, and college educators in that area formed a committee to determine the feasibility of developing a consolidated investigative service. What evolved was the incorporation of a nonprofit company called Northern Counties Evidence Services. The board is made up of law enforcement executives and a prosecuting attorney. The company not only provides investigative services, but also trains investigators to serve with the various law enforcement agencies--particularly for crime scene investigation.[13]

Purchasing. Joint purchasing between small departments is an area which has not been explored to any great extent. Currently, departments in Southern Marin County have begun joint purchasing for needed equipment. The cost savings have proven to be very beneficial. Relating to this, Varney stated: "Leading police administrators have voiced strong support for the pooling of needs in order to achieve a more competitive and

favorable price....The similarity of police equipment makes it a natural area for group participation."[14]

     Communications. Small departments are finding that their individual communications systems are very expensive to operate. Each department must recruit, complete background checks, and train their communications personnel. In addition, it is necessary to ensure that the communications equipment is maintained and technologically up to date. Some California police departments such as Hughson, Waterford, and Patterson (who are consolidating communications) are finding, however, that it is advantageous to consolidate this function in order to operate in a more cost-effective manner.[15]

Case Study

     Four small California police departments (Tiburon, Sausalito, Mill Valley, and Belvedere) located in the southern portion of Marin County, all being relatively geographically contiguous, will be used as a case study. These four departments are typical of many small departments throughout the state. They all duplicate functions which, with some planning and cooperation, could easily be consolidated, thereby providing a higher level of service to each community at much less cost.

     Discussions with leaders in most of these cities (as in many others) point out that they do not want and will not allow any or all of these departments either to merge into one or contract for services with any other agency. However, the consolidation of functions would be a viable approach to both increasing the productivity of the departments and lowering costs of operations.

OBJECTIVE I:

DEFINING THE FUTURE

The first objective of this research study is to analyze and study the general issue using futures research methodologies. The outcome will be three futures scenarios, based primarily upon forecasting data collected through personal reflection, scanning of the available literature, discussions with law enforcement professionals, and using the nominal group technique.

The general issue is stated as follows: "How can consolidation of functions between smaller California police departments ensure their viability by the year 2000?" Four related issues have been identified from the past. They are listed below:

1.   What would be the effect on local control of police departments if functions were consolidated?

2.   What effect did "Prop. 13" and other related legislation have on the delivery of police services?

3.   Have Chiefs of Police been against consolidation of functions in the past because a "smaller" police department might make it more difficult to justify salary increases for themselves?

4.   What were the environmental factors (i.e., social and cultural conditions) which threatened the viability of small departments?

Evidence suggests that all of the above issues are still viable today. These issues were identified by scanning available literature and surveying chiefs of police in all California police departments with less than 25 sworn officers. Scanning the literature aided in ascertaining whether any prior research had been done in the consolidation of functions and helped to identify related issues as well as trends and possible events. The survey of California chiefs of police affirmed the viability of the issues today.

For the purposes of this study, the most relevant subissue concerns which environmental factors threaten the viability of small police departments in the future. The following is a list of present subissues that appear to be significantly related to the general issue:

1. Can police departments deliver the same, or higher, level of expected services and still cut costs?

2. Are small departments presently spending too much money to deliver services?

3. Can smaller police departments individually afford to "keep up" with technology without consolidating?

4. Is there currently a reduced manpower pool from which small departments must draw new personnel?

After examining present issues, consideration was given to related future issues which might emerge by the year 2000. The relevancy of future issues was judged according to their potential impact upon futures scenarios. The issues are listed below:

1. If the trend of tighter fiscal constraints continues, will small police departments be "forced" to consolidate functions?

2. Will the cost of keeping up with technological advancements force small departments to consolidate functions?

3. Since manpower costs are from 75 to 90+ percent of a police department's budget, will consolidation of functions save manpower costs yet deliver the same or better services?

4. Will cities lose "local control" over their police departments if functions are consolidated?

5. What environmental factors (social and cultural conditions) will threaten the viability of small departments in the future?

Methods: Identification

The following are the basic methodologies used to develop and evaluate information relating to the general issue:

1. Literature scanning of social, technological, environmental, economic, and political issues related to the general issue—particularly whether any prior related research had been done on the issue area.

2. Personal reflection based on the writer's 22 years experience in municipal law enforcement.

3. Brainstorming with other law enforcement professionals from both large and small law enforcement agencies.

4. Analyzing results from a survey sent to the chiefs of police of all small police departments in the state.

5. Using a nominal group of knowledgeable, yet diversified, individuals for the purposes of forecasting trends and events and evaluating the cross-impact of these trends and events on each other. The group was drawn from both the public and private sectors and included business and police professionals, a city manager, and others having knowledge of or interest in the issue area.

6. Futures scenarios were developed using data generated during the nominal group process.

Methods: Implementation

The following process was used to define the issue and select possible trends. Research was conducted by scanning the literature, including any studies and articles related to the general issue. Though little literature is available on consolidation of functions, there is considerable literature relating to consolidation of departments.

Discussion with other law enforcement professionals and also personal reflection were fruitful in developing various candidate trends and events. A survey was sent to all (146) chiefs of police of small departments California. Included in this survey were questions relating to current problems they are facing, the viability of consolidation of functions, and their views on emerging trends.

The next step in the process was the Nominal Group Technique (NGT). This group process is often used in futures research. The group consisted of nine members, each knowledgeable on the subject yet with different areas of expertise. Members of the group included a city manager, city planning director, personnel consultant, architect, businessman, and police chiefs and captains (Appendix 1). The group was sent lists of "candidate" trends and events prior to the nominal group exercise. At the nominal group exercise, brainstorming sessions were held which resulted in certain trends and events being eliminated and others added to the lists. A list of 38 different trends and 34 events were considered during the Nominal Group process (Appendix 3 and 4).

Survey of California's small police departments. In order to evaluate the state-of-the-art of consolidation of functions and the views on consolidating functions between California's small police departments, a survey was sent to the chiefs of police in the 146 cities having less than 25 sworn officers. Eighty-nine (over 61 percent) of the chiefs

responded. The following is a brief summary of the findings:

Of those responding, over 92 percent felt that consolidating functions is a viable option for small departments. When asked which functions they envision consolidating, over 96 percent felt that training was the most viable. Training was followed by communications (74 percent), recruitment (71 percent), purchasing (71 percent), background investigations (62 percent), research (60 percent), records (55 percent), crime scene investigation (49 percent), criminal investigations (40 percent), and internal affairs investigations (25 percent). The chiefs suggested additional areas for possible consolidation: SWAT; community relations/crime prevention; hazardous materials response; canine units; and crime analysis.

When asked whether they foresee any political problems with consolidation, nearly all responded that politicians may feel a loss of control over their police departments. Areas of greatest concern for politicians would be that police departments may not get credit for successful completion of a case, liability issues could arise due to improper actions of an officer from one department who was working on another department's case, there would be "a loss of personal attention" from an officer working on another city's case --that there would be no allegiance to his/her own city.

Responding to a question on internal problems these departments might face, the chiefs stated that officers might feel that consolidating functions could be the first step to disbanding their department and merging with another to become a larger department, or that there would be a loss of identity in working for a specific department. The chiefs also cited a distrust between departments, intra-department jealousies, and the parity issue when employees from different departments receive different pay for doing the same work. A further concern was that employees might be confused when given an order by a

supervisor from another department, and a supervisor in one department might not have authority over an employee from another department. Chiefs also felt personnel of one department may feel inadequate to handle their duties if personnel from another department had to complete their duties for them.

Due to the above reasons, some chiefs were concerned that the service to the community would become impersonal or that there might even be a negative effect on the service level. Another disadvantage cited by a number of chiefs was that unless the departments were geographically close, the program would not operate effectively. Also, some chiefs felt that problems could develop in relation to prorating and distributing costs for services between departments--that it might cost one department more than others to be in the program, while that department could be receiving less service.

Having summarized the negatives expressed by the chiefs, it should be noted that the advantages they listed for consolidating functions far outnumbered the disadvantages. The main advantages cited by the chiefs were cost-savings and better quality of service. Other advantages noted included: reducing duplication of effort, sharing resources (especially limited ones), developing a wider range of employee expertise by enabling employees to work more functions, improving professionalism, sharing information, better officer retention, standardization between departments, and a team approach to crime fighting. The chiefs also see advantage in a better trained staff to investigate infrequent crimes.

Trend Selection. The nominal group used a trend screening process to select five of the most important trends related to the study issue from a list of 38 candidate trends

(Appendix 2). The process included "voting" for those trends which were most relevant to the issue. Rather than a strict "vote," it was important to get a general consensus among the participants. Though there were trends which initially received a high number of votes, some were replaced by others after further discussion. The trends were reduced to the final list of five for the group to use for further study and discussion during the remainder of the meeting.

The selected trends are listed as follows:

1. The level of revenue taken in by a city to pay for services will lower over the next ten years.

2. The level of the use of technology will change in the next decade. Though the availability of technology and technological advancements may increase, police departments may not be able to afford to keep up with technological advances.

3. The level of community resistance to change will be governed by the public's comfort level with the status quo.

4. Most public facilities (for example, buildings, roads, sewers, sewage treatment facilities, etc.) will, without any intervention, deteriorate to some degree over time.

5. The public will continue to expect the police to provide an acceptable level of minimum services.

Trend forecasting. The five selected trends were evaluated by the group (see Chart 1). Given that the present is rated as "100," they established what the trend level was five years ago. The group was then given the instruction, "Using the premise that if a trend

CHART 1

TREND EVALUATION

TREND STATEMENT	LEVEL OF THE TREND (Ratio: Today = 100)			
	5 Years Ago	Today	"Will be" in 10 Years	"Should be" in 10 Years
1. LEVEL OF REVENUE TO SERVICE	85%	100	85%	110%
2. LEVEL OF LAW ENFORCEMENT'S USE OF TECHNOLOGY	75%	100	125%	150%
3. LEVEL OF COMMUNITY RESISTANCE TO CHANGE	100%	100	100%	80%
4. DEGREE OF DETERIORIZATION OF PUBLIC FACILITIES	80%	100	150%	75%
5. EXTENT OF PUBLIC'S EXPECTATION OF LAW ENFORCEMENT SERVICES	90%	100	120%	110%

keeps going and there are no intervening events, what level of the trend will there be in 10 years?" Further, the members were asked, "Using the premise that if there are desirable intervening events and policies, what level of the trend should there be, or would you like there to be, in 10 years?" The median of the group response was used to chart the final level for each trend. This trend analysis is reflected in Figures 1-5.

FIGURE 1

Level of Revenue to Service

```
110                                    ―110 ("Should be")
105
100 ------------------------------------------
95
90                              ╲90 ("Will be" - High Estimate)
85                              ╲85 ("Will be" - Median)
80
75
70                              70 ("Will be" - Low Estimate)
1983        1988        1998
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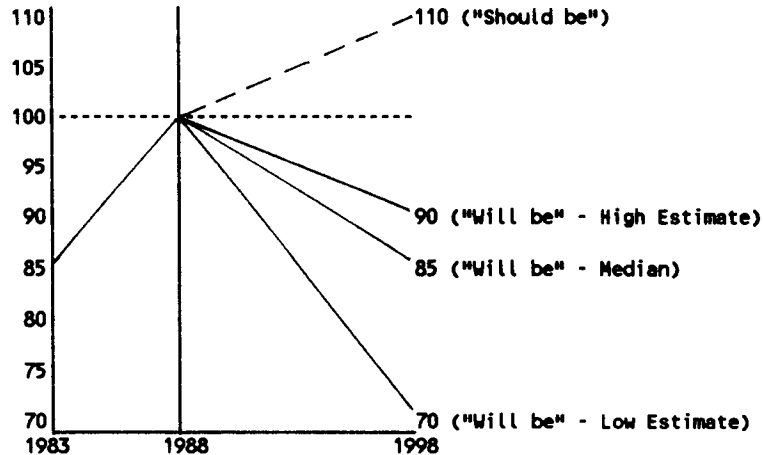
Trend Statement #1:

The level of the revenue taken in by a city to pay for police services will change over the next 10 years. There may be either more and/or different services police may perform in the future which will necessitate greater revenue. However, there may not be sufficient revenue available.

Analysis:

It was the consensus of the group that compared to today, five years ago there was less revenue for police to depend upon. This was due to cutbacks because of "Prop. 13" type of legislation. The group considered the level of services people expect today, which is the same level as five years ago.

Without any intervening factors, if the trend was allowed to continue, the level of revenue to conduct the same amount of police services expected today will be down. The group felt that people will expect law enforcement to provide more services in the future of a non-law enforcement or crime-related nature. However, the public will not be willing to pay for them.

All the members of the group felt that though there will be more expected of police (law enforcement and service related activities), there should be more money appropriated to pay for these activities. The conclusion was that it will be necessary for police to educate the public as to what can be done in relation to revenues--that the police will need to be honest regarding their capability to do that which is expected of them given the funds available.

FIGURE 2

Level of Use of Technology

200 ("Will be" - High Estimate)

180

160

150 ("Should be")

140

125 ("Will be" - Median)

120

100

95 ("Will be" - Low Estimate)

80

60

1983   1988   1998
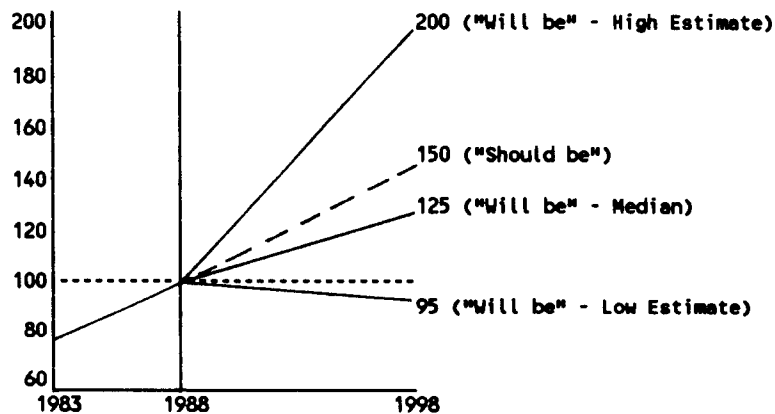
Trend Statement #2:

Police departments, for the most part, have used technological advancements in areas such as computerization. These advancements were designed for other areas of society and were adapted for law enforcement purposes. As the level of technological sophistication increases, it is questionable whether police will have the ability (in terms of funds for acquisition and also expertise) to use these new highly technological developments.

Analysis:

Though there have been tremendous breakthroughs in technologies which may be applicable to police departments, the group questioned whether small departments will be able to afford to keep up with "high tech" advancements. The group further questioned whether the "keeping up" would be cost-effective.

Many of the members felt that in 10 years, given the level of increase in technological advancements, small police departments will not have the ability to keep up with the rate of advancements in technology. However, in order to provide the level of service expected by the public, police departments should take measures to ensure that they keep up. There has been a problem with smaller police departments lacking the ability to pay for newly updated technologies and the expertise to implement them.

The next 10 years will be crucial to small police departments. Even today, small departments' level of technological sophistication are lagging far behind larger ones.

FIGURE 3

Level of Community Resistance to Change
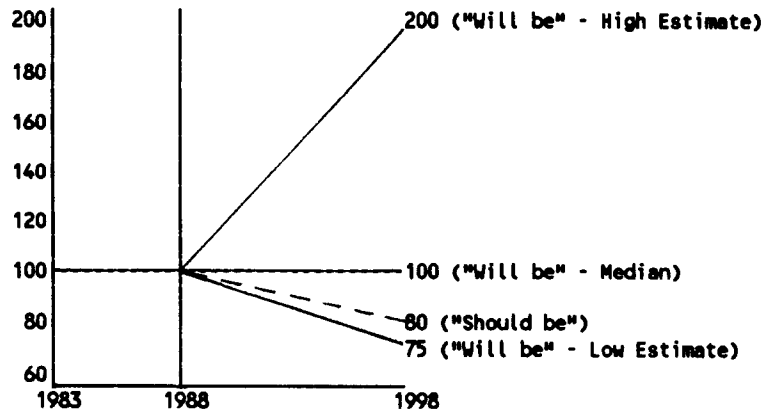
Trend Statement #3:

The public often is fairly comfortable with the status quo and, therefore, resistant to change. There may be a feeling that any change may decrease the level of service provided by the police department.

Analysis:

The group felt very strongly that the level of resistance to change was the same five years ago as it is today and will remain the same in the future. For the most part, group members felt that there is an inherent level of discomfort associated with changing the "traditional" role of government providing service to them.

It will be necessary for police departments to educate the public that the traditional way police departments provide service may change in the future, but the level of service will improve. The "Should be" level shows that through a proper education program, the public will be less resistant to change.

FIGURE 4

Degree of Deterioration of Public Facilities
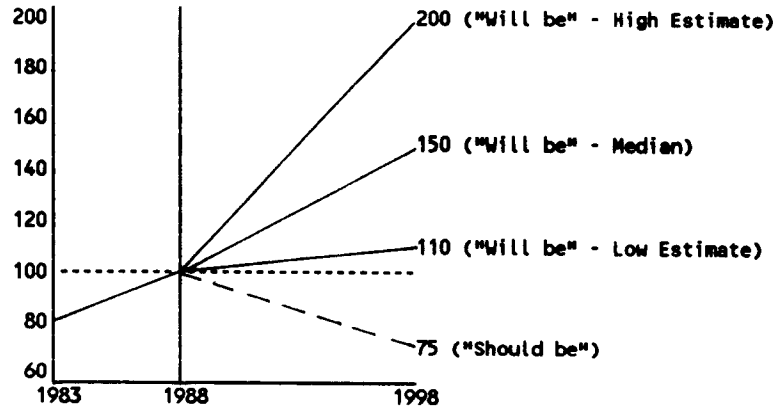
Trend Statement #4:

Most public facilities will, without any intervention, deteriorate. Public facilities include buildings, streets, water systems, sewage treatment plants, toxic waste disposal plants, schools, transportation, etc. The degree of deterioration in the future will depend on the amount of resources local governmental entities devote, on an ongoing basis, to minimizing deterioration. The more local governments spend on minimizing deterioration, the less operating funds will be available. Thus, there will be less available funds local government departments to compete for.

Analysis:

The members of the group felt that there will be an increased rate of deterioration of public facilities in the next 10 years compared to the past five.

The group felt that local governments will not have the funds to "renew" deteriorating facilities in the future. However, with proper "preventive maintenance" through the years, the deterioration can be less than it is today. With proper attention today, the necessity of large one-time expenditures will be minimized tomorrow.

The amount of revenues which will be necessary to repair and replace the large number of deteriorating facilities in the future will negatively affect the amount of revenues available for police departments to provide an expected level of service. Police departments will have to find additional sources of revenue to ensure the deliverance of police services in the future as well as more cost-effective means of providing services.

FIGURE 5

Level of the Public's Expectation of Police
to Provide Services

```
240
          235 ("Will be" - High Estimate)
220

200

180

160

140

120       120 ("Will be" - Median)
          110 ("Should be")
100 - - - - - - - - - - - - - - - - - - - -

 80       85 ("Will be" - Low Estimate)
   1983      1988         1998
```
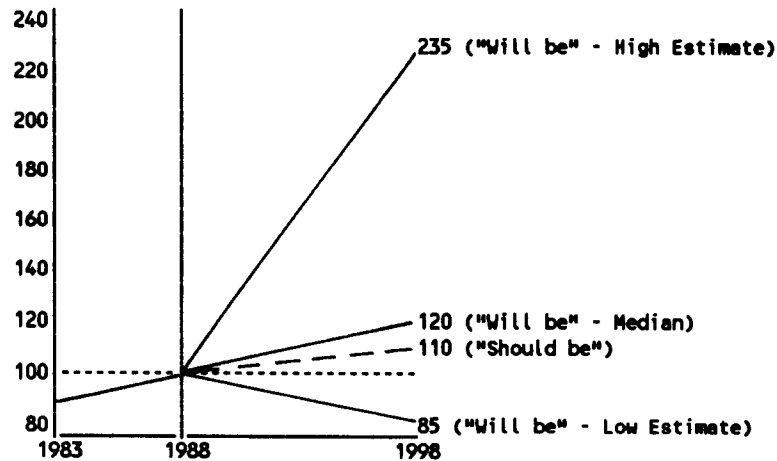
Trend Statement #5:

The public has traditionally expected police departments to provide a minimum level of service. The types of services provided have changed over the years and will change in the future. The public will still continue to expect a certain minimal level of basic services.

Analysis:

The group's interpretation of this trend varied and considerable time had to be spent providing a clear definition. The interpretation of this trend was not based on a police department's ability to provide services in the future, but on the services the public expects police to provide.

The members felt that the minimum level of expectations society has long had for law enforcement will not change. There has not been an appreciable rise in the level of public expectation in the last five years, nor will there be in the future. It was felt that there will be no change in the public's perception of the police department's mission.

It will be incumbent on police departments to educate the public as to law enforcement's ability to provide the minimum expected level of service. The difference between what the public's expectation "will be" as opposed to what it "should be" was minimal. There was a basic "trust" of people's ability to think rationally about their expectations of the police departments.

Event selection. A list of 50 "candidate" events was reviewed by each member of the NGT group prior to the NGT process. During the process, these candidate events provided the base for a "brainstorming" session. Some events were eliminated and others were added during the discussion. The final list consisted of 34 events (Appendix 3). These were discussed further and the top five were selected for continued evaluation based on their likelihood of occurrence and their impact on law enforcement and the issue area. The events selected as most critical are listed and discussed below.

1. **Taxpayers revolt.** The group members felt that there is a high probability of another "Prop. 13" type of taxpayers revolt in the future. Another taxpayers revolt of this type would result in less revenue to pay for government services. It would also force police departments to look for cost-cutting measures, such as consolidating functions between departments.

2. **"No victim/no crime" laws passed.** In the next 10 years, it is likely that there may be more laws passed requiring that there be a victim in order for a crime to be committed. Specifically, this deals with laws related to vice and narcotics in which the only "victim" may be the individuals themselves. If the act does not harm anyone else, there would be no crime. If, in fact, laws like this are passed, the role of law enforcement may change dramatically from what it is today. Further, police will place less emphasis on these areas and more on other crimes which involve another individual as a victim.

3. **Major change in state or federal administration.** The amount of support law enforcement receives from state or federal governments has a great impact on a police department's ability to deliver services. Some administrations are more in favor of law enforcement than others and provide for funds in various ways, such

as grants. A change in administration may also change the emphasis of enforcement for particular types of laws, such as certain vice and narcotics laws.

4.   **Laws allowing for police "user fees."** In the future, according to the members of the group, police may be required to handle only specific types of incidents. Handling other types of incidents and providing services that police offer today may require a charge to the recipient for the service. Those services provided but not required by any law include vacation house checks, traffic accident investigation not involving a criminal act, etc.. The charging of a fee may, in fact, place law enforcement in conflict and competition with private industry (such as private security companies) for delivering services.

5.   **Major annexation by a city of an unincorporated area/incorporation of an unincorporated area.** In an effort to improve the tax base of a community, a city may annex unincorporated areas. The citizens in unincorporated areas may feel that a city provides better services than the county can provide. Though incorporation is often done because the unincorporated area may provide another source of revenue, a question may remain as to how revenue will be split with the county after incorporation. There are many cities, however, which do not want to annex unincorporated areas for the following reasons: annexing will provide little benefit to the cities' citizens; the cost to provide services to these areas may be greater than the amount of revenues these areas generate to pay for the services; incorporation of a new area may change the city's political power structure. Incorporation into a city of an unincorporated area will require the provision of police services either by forming a police department or contracting for the provision of services.

Event evaluation. The events selected by the group were then subjected to further study. The group members were asked to evaluate each of the events using an Event Evaluation Form (Chart 2). Both "Interval Probabilities" and "Cumulative Probabilities" were derived for each event.

The "Interval Probability" of the events was first rated according to the first year there may be a probability of the event occurring. The "Cumulative Probability" of the events were computed by noting the probabilities of the events occurring in five years (1993) and 10 years (1998).

The net impact on the specific issue area (consolidation of functions) as well as the net impact on law enforcement, in general, were rated by the group members on a basis of minus 10 to plus 10. The median ratings of the group were used to obtain the probabilities and impacts shown in Chart 2.

CHART 2

EVENT EVALUATION

EVENT STATEMENT	PROBABILITY			NET IMPACT ON THE ISSUE AREA (−10 to +10)	NET IMPACT ON LAW ENFORCE-MENT (−10 to +10)
	Year that Probability First Exceeds Zero	By 1993 (0−100)	By 1998 (0−100)		
1. TAXPAYERS REVOLT	1990	80%	50%	+7	−7
2. "NO VICTIM/NO CRIME" LAWS PASSED	1990	30%	60%	−3	+3
3. MAJOR CHANGE IN PHILOSOPHIES OF STATE AND FEDERAL ADMINISTRATIONS	1988	75%	99%	0	+3
4. LAW ALLOWING POLICE "USER FEES" PASSED	1989	90%	75%	−2	+5
5. MAJOR ANNEXATION/INCORPORATION	1990	40%	70%	+5	+3

Cross-Impact Analysis. The NGT group members were required to determine the interrelationships between events as well as between trends and events through the use of a cross-impact analysis chart (Chart 3). The events as well as the trends are plotted horizontally on the chart. Events are plotted vertically on the chart. The members were asked to look at each event and determine to what extent, if an event actually occurred, would the probability of the other events be affected. Further, a determination was made of the affect of events on each trend. The following is a brief description of the cross-impact evaluation.

Event No. 1. If a "Prop 13" type taxpayers revolt occurred, the greatest impact would be on the probability of the passage of laws allowing police to charge user fees for nonmandated services. With a probability of 75 percent, laws would be passed allowing police to charge the public for the provision of these services. A taxpayers revolt would decrease the funds police would have to work with. Because of the cost for police to maintain the level of services expected by the public, police would be less able to afford to use or keep up with technological advancements in law enforcement. Another consequence of a taxpayers revolt would likely be less funds available for maintenance of public facilities to prevent their deterioration.

Event No. 2. The members of the NGT group felt that the passing of "victimless" crime laws would have no impact on all the other evaluated events and relatively little impact on any of the trends. However, the money saved by not enforcing victimless crime laws could be used elsewhere.

Event No. 3. If there was a major change in the philosophies of either the state or federal administrations, the group members felt that there would be little impact on either the specific events or trends analyzed. The median points indicated this throughout the analysis. Furthermore, though the event has an extremely high probability of occurrence, the members felt there is little that can be done by police departments to prepare for this eventuality.

Event No. 4. If a law was passed which allowed police to charge "user fees," there would be little or no impact on the other events. However, there would be a positive increase in the amount of revenue police have to work with. Furthermore, this event and the resulting revenue increases would have a positive impact on the ability of police to acquire and use modern technology. As a result of increased revenues for police, the level of public's expectation of the police in providing service will also increase.

Event No. 5. A major annexation of an unincorporated area by a city or the incorporation of a city would have little impact on the probability of other events and would have minimal impact on the trends. Unincorporated areas often become a city, or wish to be annexed by a city, because they seek an improvement of law enforcement services. The county sheriff's department may be unable to provide service that meets the citizen's expectation level of a local police force.

CHART 3

CROSS-IMPACT EVALUATION

Suppose that this event — with this probability — actually occurred .... How would the probability of the events shown below be affected?

How would the trends shown below be affected if the events occurred?

	(by 1998)	E₁	E₂	E₃	E₄	E₅	T₁	T₂	T₃	T₄	T₅
E₁	50%	✕	Increases 10%	Increases 25%	Increases 75%	Increases 20%	Decreases 25%	Decreases 20%	Decreases 35%	Increases 10%	Increases 20%
E₂	60%	No Effect	✕	No Effect	No Effect	No Effect	Increases 10%	No Effect	Increases 5%	No Effect	Increases
E₃	99%	Increases 10%	Increases 15%	✕	No Effect	No Effect	Increases 5%	No Effect	No Effect	No Effect	No Effect
E₄	75%	Increases 5%	No Effect	No Effect	✕	Increases 10%	Increases 15%	Increases 20%	No Effect	No Effect	Increases 10%
E5	70%	No Effect	No Effect	No Effect	Increases 10%	✕	Increases 10%	Increases 10%	No Effect	No Effect	Increases 10%

EVENTS

Event 1 - Taxpayers Revolt
Event 2 - "No Victim/No Crime" Laws Passed
Event 3 - Major Philosophical Change in Federal/State Government
Event 4 - Law Allowing Police "User Fees" Passed
Event 5 - Major Annexation/Incorporation

TRENDS

Trend 1 - Level of Revenue to Service
Trend 2 - Level of Law Enforcement's Use of Technology
Trend 3 - Level of Community Resistance to Change
Trend 4 - Degree of Deteriorization of Public Facilities
Trend 5 - Extent of Public's Expectation of Law Enforcement Services

Scenarios

Scenario writing is a method used for describing in some detail possible ranges of events and trends that could lead to an envisioned future. The ranges may include technological developments, demographic changes, political events, social trends, and economic variables. Scenarios provide a context for planning. The following introduces three basic modes of scenario writing: exploratory, normative, and hypothetical. The scenarios include trends and events forecast by the members of the nominal group.

The exploratory ("most likely") scenario is written with the thought in mind that there are no intervening policies or events which would alter the course of the future--that the future would be "played out" and would be "surprise free." It is a scenario which is most likely to occur because there would be no intervening circumstances which would change the outcome.

The normative ("can be") scenario is that in which a future can be achieved which is "desired and attainable." Policies and guidelines are enacted to achieve or ensure that the favored future actually occurs. The scenario suggests that by understanding the present and properly anticipating and forecasting the future, law enforcement officials can implement the necessary policies and procedures which change the direction and outcome of forces currently in motion to ensure a desirable future.

The hypothetical ("what if") scenario is written in such a way that an alternative path of development or outcome is produced by manipulating elements of the data base in an impartial, "what if" spirit.

Scenario No. 1 - Exploratory

("Most Likely")

Though it is a pleasant day in the year 2000, driving in southern Marin County has become very difficult in the last decade. The traffic is backed up--normal lately--due to the poorly maintained, deteriorating roads, and a dramatic increase in population. Because of the lack of revenues, the ability of the cities to provide services has decreased even though the public's expectation of service has increased.

Due to the cities' lack of an ongoing preventive maintenance program, public facilities such as buildings, roads, sewers, sewage treatment plants, etc., have deteriorated. For years, the cities have put off maintenance of the facilities and must now expend considerable funds for repair and reconstruction. These expenditures have negatively impacted the available funding for all segments of city government, including the police department. Competition between city departments for funds has become greater.

Laws have been passed dramatically decreasing the taxing ability of cities. Hardest hit were the smaller cities whose tax bases have dwindled over the years. Due to the decrease in tax base, there has been a commensurate decrease in the amount of available funding for police department operations.

Although there has been a steady increase in the sophistication of available technology, small police departments have not been able to afford to keep up with technological advancements. Small police departments have been working with antiquated equipment due to the inability of their city governments to provide funding for new equipment acquisition.

There has been a change in the philosophies of both the state and federal administrations. It is now up to the cities, not the county or state, to provide for such things as welfare services. Thus, the financial coffers of the cities are being depleted. Grants, which were once available to police departments, have been unavailable for years.

Various forms of innovative financing have been attempted because of the poor financial status of the cities. Because of the city councils' decisions to limit business growth, many businesses which provide much of the tax base have left the area in favor a more business-oriented climate. It is predicted that it would take years to turn the financial direction of the cities upward. The financial picture of the small cities in southern Marin County is decidedly bleak.

The small police departments have had difficulty attracting qualified candidates to fill job openings. Being a police officer in a small department in the area is no longer desirable due to low salaries and poor working conditions. Those individuals who are attracted to the job are, for the most part, mediocre. Because of a high turnover rate of personnel, the level of expertise in police departments is low.

The idea of community growth has remained relatively constant through the years. Most public officials have maintained a "no growth" attitude, and this is reflected in their policies. Whereas in the past small cities looked for unincorporated areas to annex, there is currently a tendency to resist annexation. The prevailing attitude is that newly annexed areas will introduce a different political element, and the "old guard" of the cities will lose some of their local control. However, without annexation of these areas, a vital tax base is overlooked-- a tax base which could be instrumental in providing more funding for police departments and other government entities.

Because of the "no growth" policy, many commercial enterprises, which once contributed greatly to the economy of the area, have moved to other cities whose governments understand the needs of local businesses and pass laws which encourage and promote these businesses.

Police departments, in an effort to obtain adequate operating funds to meet the expectations of service by the public, have instituted a "user fee" schedule for providing services that used to be provided at no charge only 10 years before. Though laws were passed which allow police departments to do this, public opposition was considerable. Police are considered mercenary because they charge for services not mandated by law—services such as handling traffic accidents. Depending on the complexity of the service provided, the charge to the public varies.

The community's expectation that police provide a high level of service has not changed over the years; however, the public is not willing to pay for the increasing cost of services. The communities' resistance to change is the same as it has been for the last 10 years. They are particularly resistant to increasing taxes. People still expect the police to ensure the public's safety and feeling of security. However, this expectation cannot be met with the dwindling resources of small police departments.

For years, the small police departments have attempted to consolidate functions between them. However, political opposition due to fear of loss of local control has not allowed consolidation of functions to occur, even though it would ensure the departments' viability. Therefore, many small police departments have disbanded and the provision of police services has been taken over by other law enforcement entities.

Scenario No. 2 - Exploratory

("Desired and Attainable")

Twelve years ago, in 1988, a committee convened in southern Marin County to forecast events and trends which might occur in the future. Because of forecasting, planning, and implementing necessary policies and procedures, undesirable events and trends were avoided and citizens of the area were assured of being able to enjoy a more desireable future.

Back in 1988, the committee was able to forecast changes in philosophies of state and federal administrations. Because of this, citizens were able to elect those persons who gave top priority to planning for the future. For example, the citizens now enjoy modern, clean, and functionally sound public buildings because of the foresight of those in office years before. Roads and other public facilities are in excellent shape because of an on-going preventive maintenance plan.

It was known 10 years before that the expectations of the public regarding services provided by law enforcement would not change. However, there was a taxpayers' revolt and the funds for law enforcement were trimmed. Though the revenue available to pay for services had gone down over the last five years, there were policies implemented during the last decade which increased the level of productivity while lowering the cost to the taxpayers.

Police are now allowed, by law, to charge a "user fee" for all services not specifically mandated by law. The public does not mind paying since police departments have been more candid about their ability, as well as inability, to provide services according to the amount of revenues government receives. Because people no longer expect these services

to be provided for free, there is little demand for them.

The responsibility and burden of enforcing "victimless crime" laws has been, to some extent, taken from police departments. People have voted for some laws which decriminalize certain actions or behaviors which have no "victim." Some of these former crimes, such as gambling, used to cause the expenditure of considerable police resources.

Though most cities in southern Marin had what was tantamount to "no growth" policies only a decade before, there has been an easing of this attitude and a shift towards "slow/controlled" growth has been adopted. General plans have been completed and laws passed which allow for and welcome businesses which are financially beneficial to the tax base of the cities. Major annexations have been few because there was a feeling that annexing certain areas would change the political climate.

Through innovative financing, the southern Marin cities have been able to afford to keep up with the high cost of modern technology. Police departments are now consolidating functions between departments in order to save money and provide a higher level of service to their respective communities. For example, there is one main computer system which four cities tap into--a consolidated system paid for by all the departments. One department would not have been able to afford the system, but with all the departments pooling their resources, a technologically up-to-date system is in operation. The departments can now share records which is necessary for a true regional crime analysis system.

As part of consolidating functions between the police departments, complicated specialized investigations, such as a sex crime committed against a juvenile, may be conducted by an officer in a neighboring jurisdiction. There are not enough crimes of this type in one city to enable an investigator to develop on-the-job expertise; however, the

amount of crimes occurring in four cities does allow for expertise to be gained. Ad-hoc task forces from multiple departments are formed, when necessary, to investigate major crimes.

Ten years earlier, each police department had a separate communications systems. Each department had to recruit, train, and pay salaries for communications employees. After forming a consolidated communications system with a joint powers agreement, the departments have saved costs while increasing the productivity level of communications.

The cities have jointly hired a nonsworn employee to handle the research and training needs for all the departments. The individual develops training programs, writes training bulletins, and ensures that all departments are kept up to date with new court decisions and legislation. Hiring this individual has saved the departments one employee and improved the training program. Another nonsworn employee was hired to handle the crime analysis for the four departments. He/she is able to do this because he/she extracts data from a jointly purchased and maintained centralized computer. The computer also handles the paperless recordkeeping system. Other police functions have also been consolidated. These include recruitment, crime scene investigation, purchasing, internal affairs investigations, and SWAT teams.

The citizens of each city do not want to relinquish local control of their police departments. However, they do not feel that consolidation of functions constitutes a local control problem. Because of the development of joint powers agreements, each city has a representative on a joint powers agency. This has avoided problems with the issue of local control. Due to the consolidated functions, the police departments remain as viable entities and are able to deliver a higher quality of service at less cost.

Scenario No. 3 - "Hypothetical"

("What If")

It's a typical beautiful day in the year 2000 in southern Marin County. The cities have been preparing for an increase in population for the last 10 years. It was known that there would be a commensurate increase in motor vehicles. The cities have consolidated their resources and developed a unique signalling system allowing for ease of flow of traffic. Each vehicle is equipped with a special electronic navigational device which enables the driver to record where he wants to go and enters this into a computer terminal in the vehicle. The car then automatically travels to that destination in a safe and expedient manner. Thus, traffic enforcement has become a minor problem to the police and the associated costs are minimal.

There has been a decrease in the tax base because of a taxpayers revolt; however, the cities forecast the revolt years before. Alternate sources of funding and innovative financing have allowed the cities to remain one step ahead of financial problems. Police departments have found that there are civic-minded private companies who will provide the departments with technologically advanced equipment at no cost.

Laws were passed years before which allowed police to charge "user fees" for the provision of nonmandated services. After some initial resistance to paying for what used to be "free" services, people have become accustomed to the fee charges. They also request service far less often. In consequence, the police officer's time is now taken up with more crime-related activities.

Deterioration of public facilities, such as buildings and roads, has not been a problem. The streets are not paved with asphalt any longer. They are paved with a

rubberized substance which uses the remains of old, used tires. The streets are lifetime guaranteed never to wear out. The buildings have had an on-going preventive maintenance program; however, this has not been costly because the best materials were used when the buildings were constructed and deterioration has been minimal.

The community's expectation of the level of service provided by the police has increased over the past few years. In actuality, the police do not provide as much service as they used to, though they provide for the service. "Privatization" (the use of private companies to service the public) has become commonplace. Police ensure that many of the services they used to provide are now provided by private companies. For example, police no longer perform house checks for people away on vacation. Instead, they advise citizens of companies which provide this service.

Laws have been passed which state that if there is no victim, there is no crime. One cannot commit a crime with oneself as the victim. Prostitution, for example, has been legalized. There are special "districts" for prostitution. Strict laws govern the health of the prostitute to ensure the health and safety of all involved parties. Enforcement of narcotics laws is no longer a problem since the use of narcotics has been decriminalized. Thus, police can now expend their resources on other crime-related problems.

Electronic surveillance has become commonplace in the year 2000. Intersections have remote cameras which record activities. Security on the inside of buildings is now monitored from remote locations. If there is a break in, cameras are automatically activated and the perpetrator is viewed on camera. The responding police officer's computer screen in the police unit allows the officer to view and track the suspect while the officer is responding.

There has been a change in the philosophy of the administrations of state and federal governments. The administrator's emphasis is now on improving the quality of life and ensuring a feeling of security amongst the citizens. Because of this, more money and effort is being expended for local law enforcement. In hopes of professionalizing law enforcement, full scholarships are being awarded to police officers.

Traditionally, recruitment of qualified police officers was one of the biggest problems faced by area police departments. Because southern Marin is one of the most expensive areas in which to live in throughout the San Francisco Bay area, officers could not afford to reside here yet did not want to drive a long distance to get to work. The cities have taken an innovative approach to solving this problem. Officers are put under contract for a period of time. As part of this contract, the officer is guaranteed the use of a home to lease, or have a lease-purchase option, at an affordable price. Due to the salaries the police departments now offer along with the living arrangement option, excellent working conditions, and use of modern highly technological equipment, the southern Marin County police departments are highly desirable for officers to work in. Expertise and seniority in the departments is high because of the very low turnover rate.

Though the consolidation of southern Marin police departments would be more cost-effective, because of political reasons the departments have consolidated almost all functions between them instead. For example, the departments have developed a joint powers agreement and formed a four-city communications center. Consolidation of functions has, however, proven to be a viable concept if the departments were to remain as separate entities.

Citizen support for and relationship with law enforcement is at an all-time high. There is honest dialogue between the police and citizens because, for the first time in years,

the officers live in and are part of the community. While surrounding areas are incurring ever-increasing crime rates, southern Marin's crime rate is dropping. The biggest problem the cities face is controlling growth because the area is such a desirable to place to live and work.

OBJECTIVE II:

STRATEGIC PLAN

The following portion of the study presents the strategic plan for the implementation of a program to consolidate functions between small departments which would ensure the departments' viability in the year 2000. The strategic plan is based on Scenario #2 in the previous section, wherein the outcome is both desired and attainable.

The goal of the strategic plan is to develop a strategy to implement a program to consolidate specific functions between small departments. The implementation of a consolidation program is desirable and attainable using well-designed strategic and transition plans. The consolidation of functions can and should be done in order to deliver the best quality of service to the community at the lowest cost. The functions intended for consolidation are communications, investigations, training, research, recruitment, background investigations, internal affairs investigations, community relations, purchasing, and records.

METHODS: IDENTIFICATION

The following methods were used to assist in strategic planning.

1. The SMEAC model was used to provide structure for the strategic plan.

2. A group process was held to brainstorm policy considerations.

3. A capability analysis was conducted by the policy group to determine law enforcement's strengths and weaknesses related to the issue.

4. A modified policy delphi was conducted to select the most desirable and feasible policies, develop mission statements, and produce implementation strategies.

5. A brainstorming process was used to determine stakeholders related to the study area.

6.   Stakeholders were analyzed to determine their importance and possible position related to selected policies.

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METHODS: IMPLEMENTATION

The strategic management plan and the transition management plan (Objective III) use the Situation, Mission, Execution, Administration, and Control (SMEAC) model. The strategic management Plan uses the situation, mission, and execution portions of this model. Administration and control components of the SMEAC model are addressed in the transition plan of the study.

The strategic management process includes policy considerations, strategic decision-making, and strategic planning. The outcome is a strategic plan which maps the general path from the present state to the desired future state as outlined in the scenario.

Three steps are involved in the strategic management process. First, an examination is made of the situation (or environment) in which the police departments operate. Second, mission statements are developed. Third, alternative strategies are identified and explored.

Environmental Analysis

The environmental analysis is accomplished by the "WOTS-UP" analysis and by assessing the internal capability of the departments. The environmental analysis also identifies and analyzes the stakeholders involved.

Using the Scenario II presented in Objective I, the following environmental analysis was made of case study departments (Tiburon, Mill Valley, Sausalito, and Belvedere) in southern Marin County, California, as a necessary step in the process to assess the

environmental "climate" for implementation of a program to consolidate functions between the departments. The analysis, termed "WOTS-UP," assesses the Weaknesses, Opportunities, Threats, and Strengths and the Underlying Planning which is involved in the implementation of a program to consolidate functions. The analysis was completed by three chiefs of police and three captains and others of various ranks from the case study cities. The overall analysis resulted in the following:

Strengths. The departments, for the most part, have well-educated and experienced administrative and management staffs. The departments enjoy good relationships with and have the support of city administrators, city councils and the community. This is due to the administrative staffs having a good understanding of what the communities want and need. These wants and needs are passed down as expectations to the rest of the department. There is high demand of chiefs of police by city managers for close fiscal control and accountability of police departments. An important strength lies in the fact that the chiefs are open to and eager for change.

Weaknesses. The departments' fiscal management skills are not strong with the exception of a few individuals. However, based on the expectations of the city administrators, the departments are doing an adequate job. Even though the police administrators do not object to change, there is little encouragement for entrepreneurship and few or no rewards for creativity. There is a high turnover of personnel in each department which can be directly attributed to low pay and poor benefits, lack of promotional opportunities, and little field activity. The turnover has had a negative effect on the level of both and morale.

Threats. Recruitment by other police departments is a definite threat. There is also a threat from private industry in its competition for qualified employees. The labor pool

for law enforcement is shrinking. As a career in law enforcement becomes less attractive, recruitment of qualified candidates becomes more difficult.

As the numbers of businesses may increase in some cities, there is more of an opportunity for crimes to be committed, more traffic problems and, in consequence, more strain on police and government resources. Two of the four cities in the study are considered "bedroom communities." They cannot rely on business taxes for financial stability and are, therefore, financially constrained. Because of revenue shortages, city facilities are deteriorating since they are becoming too costly to maintain, let alone improve or replace.

Opportunities. As more businesses come into the cities, the tax base is growing. There are county areas which are being considered for incorporation. These areas include many businesses which will provide new a source of taxes.

The police departments have good relations with the community and enjoy strong community support. The officers and supervisors, though young and relatively inexperienced, are highly motivated and accept changes, if presented properly.

Capability Analysis

Individuals of various ranks from the police departments in the case study were given two forms to complete to rate the capabilities of their respective departments. The survey shows the importance of ascertaining not only the need for change, but the overall capability of a department for change. The following are the results of the survey. The percentages represent the overall averages of those responding.

It was the feeling of those surveyed (see Charts 4 & 5) that their departments have overall better-than-average equipment, though the equipment is not technologically

advanced. The facilities run the gamut from poor to better than average.

Benefits and pay in all the departments rated from must be improved to acceptable. Pay and benefits are definite problem areas as they have caused many personnel to leave and seek employment elsewhere. The support from the community rated high in each department and there appears to be great support from both the councils as well as the city managers. Management skills are, for the most part, rated better than average. Police officer skills are rated from an area of concern to better than average.

The "Mentality Personality" of top managers of the departments is such that they not only adapt to but seek change. In terms of "Skills/Talents," they are very strategic and flexible in their approach. In "Knowledge/Education," the top managers are educated and encourage others to seek an education and updated training. Though the top managers of the departments seek change, there are few rewards or incentives for change. The organizational culture is poor as the mechanism for change is, for the most part, not in place. Creativity is not encouraged.

In relation to change, the departments' organizational competence is average. Line personnel seek more changes; middle management wants changes that are comfortable and familiar. The departments' rigid hierarchical structure is also difficult to change. Though there may be a need for change, police management, city councils, or city managers may not be willing or have the ability to support needed changes.

Overall, the departments are relatively flexible towards both major and minor changes. Top management appears to show little concern with change and, in general, encourages it though little incentive for change is provided.

CHART 4

Capability Analysis - Rating One

STRATEGIC NEED AREA:

Evaluate each item, as appropriate, on the basis of the following criteria:

I	Superior. Better than anyone else. Beyond present need.
II	Better than Average. Suitable performance. No problems.
III	Average. Acceptable. Equal to competition. Not good/not bad.
IV	Problems here. Not as good as it should be. Deteriorating. Must be improved.
V	Real cause for concern. Situation bad. Crisis. Must take action.

Category:	I	II	III	IV	V
Manpower	—	20%	60%	20%	—
Technology	40%	—	20%	40%	—
Equipment	—	40%	20%	40%	—
Facility	—	60%	20%	—	20%
Money	—	80%	20%	—	—
Calls for Service	—	—	60%	40%	—
Supplies	—	80%	—	20%	—
Management Skills	20%	60%	20%	—	—
Police Officer Skills	—	60%	20%	20%	—
Supervisory Skills	20%	40%	20%	20%	—
Training	—	80%	—	20%	—
Attitudes	—	80%	20%	—	—
Image	—	60%	40%	—	—
Council Support	40%	60%	—	—	—
City Manager Support	60%	20%	20%	—	—
Specialties	—	40%	40%	20%	—
Management Flexibility	—	80%	—	20%	—
Sworn/Non-Sworn Ratio	—	80%	20%	—	—
Pay Scale	—	—	20%	80%	—
Benefits	—	—	80%	20%	—
Turnover	—	—	60%	40%	—
Community Support	—	80%	20%	—	—
Complaints Received	—	80%	20%	—	—
Enforcement Index	20%	60%	—	20%	—
Traffic Index	20%	60%	20%	—	—
Sick Leave Rates	—	40%	40%	—	—
Morale	—	40%	60%	—	—

CHART 5

Capability Analysis

Rating Two

STRATEGIC NEED AREA:

Instructions:

Evaluate each item for your agency as to what type of activity it encourages:

I	Custodial	Rejects Change
II	Production	Adapts to Minor Changes
III	Marketing	Seeks Familiar Change
IV	Strategic	Seeks Related Change
V	Flexible	Seeks Novel Change

Category:	I	II	III	IV	V
TOP MANAGERS:					
Mentality Personality	—	—	—	80%	20%
Skills/Talents	—	—	—	40%	60%
Knowledge/Education	—	—	20%	60%	20%
ORGANIZATIONAL CLIMATE:					
Culture/Norms	40%	—	40%	20%	—
Rewards/Incentives	—	20%	20%	60%	—
Power Structure	—	20%	20%	60%	—
ORGANIZATION COMPETENCE:					
Structure	20%	40%	20%	20%	—
Resources	—	20%	40%	40%	—
Middle Management	—	20%	20%	40%	20%
Line Personnel	20%	40%	40%	—	—

Stakeholder Analysis

A list of stakeholders relating to the strategic issue was developed and analyzed by the same group which completed the "WOTS-UP" analysis. Stakeholders are people who might be affected by or might attempt to influence the issue or law enforcement's approach to the issue. Within the list are "snaildarters." Snaildarters are non-obvious stakeholders who must be taken into consideration because they might cause serious problems in the implementation of any phase of the program. The following are the results of the analysis:

STAKEHOLDERS

- Business community
- Other city departments
- Media
- City administrators
- Taxpayers
- Banks
- Courts
- Other law enforcement agencies
- Criminals
- Illegal immigrants
- Tourists
- Homeless
- Private industry
- Realtors
- Police unions
- Minority rights groups
- M.A.D.D.
- Non-sworn employees
- Other police departments

- Chamber of Commerce
- Elected officials
- Residents
- Police officers
- Insurance companies
- Chiefs of police
- Schools
- Homeowners associations
- Jails/prisons
- Attorneys
- Crime victims
- Private security companies
- Legal immigrants
- Elderly
- Commuters
- Law enforcement supply companies
- Religious groups

After discussion and analysis, the group then decided on the 11 most important stakeholders related to the issue. They are presented as follows:

1. **Business community.**

Because the business community pays considerable taxes and its members are

often victims of crime, they have a high level of expectation of service from law enforcement.

2.   Other city departments.

Other city departments compete with police departments for a share of city budgets. There is often animosity between police departments and other city departments because police departments most often get the largest portion of a city's budget.

3.   City Managers.

City managers are held accountable by city councils for the activities of police departments and for ensuring that city departments work within budget limitations. City managers must ensure that the expectations of the city council are conveyed to and met by the departments. In most city governments, city managers are the link between police chiefs and the city council.

4.   Nonsworn employees.

Nonsworn personnel's role in department operations may increase in the future. As funds become tighter for police departments, nonsworn employees will be called upon to perform many more nonlaw enforcement-related services currently expected of police.

5.   Other law enforcement agencies.

Each participating police department will have a definite stake in the outcome of the program. The success or failure will have tremendous impact on the cost effectiveness of the organization, the employees, and departmental operations.

A successful program in one department may prompt another small department to implement a similar program. A successful program may either

directly either or indirectly affect another agency such as the sheriff's department. For example, if the program leads to an increase in arrests, the sheriff's departments will be affected because of an increase in prisoners.

6. **Taxpayers.**

Taxpayers have a vital role in any public program. They expect accountability for monies expended as well as an accounting of programs' cost effectiveness.

7. **Police unions.**

According to California's Meyers, Milias, Brown Act, management must "meet and confer" on the wages, hours, and working conditions of employees. It is incumbent on management to secure a "buy in" from police unions on major program changes which affect the members.

8. **Elected officials.**

Elected officials have the "final say" on how funds will be spent in the city. They control the police department through the department's budget. Elected officials, particularly city councilpersons, will be the ultimate determining factor as to whether or not consolidation of functions will be implemented. Their main concern is the "local control" issue and the cost effectiveness of programs.

9. **Residents.**

The service to all residents will be affected in some way by consolidation of functions. The biggest concerns of residents are ensuring a feeling of security and local control of police departments.

10.   Police officers.

        Individual police officers, as opposed to police unions, have an important stake in consolidation of functions. They may view consolidation as a threat and as the "first step" towards eliminating their jobs. They may perceive less of an opportunity for investigating cases in specialized areas because once the officer writes the initial report, an investigator completes the follow-up investigation. Officers may also see a decreased opportunity for advancement within the organization because consolidation may lead to a decrease in the number of personnel and, consequently, promotional opportunities.

11.   Chiefs of police.

        Without the chief of police's full support, a consolidation program is doomed to failure. The chief of police must ensure that the police department operates within the guidelines of the law, the rules and regulations of the city, and according to the will of the city manager and the city council. The chief is also charged with the responsibility of ensuring that the operations are within budgetary guidelines.

        Strategic Assumption Surfacing Technique. The following is a chart which uses the Strategic Assumption Surfacing Technique (SAST) to plot, or examine, each stakeholder in relationship to the issue. In Chart 6, certain assumptions of stakeholders are plotted according to two criteria. The first criterion is the stakeholders' importance to the organization and the issue. The second criterion is the degree of certainty that this assumption is correct. It is important to understand that the implementation of a program to consolidate functions affects on or may be affected by others.

The SAST points out the relative importance of stakeholders to the issue and how much effort must be directed towards each. For example, the chart shows that "Other city employees" are not important to the issue; however, there is some uncertainty in this assumption. The "business community" has little importance to the issue and would not require much effort or emphasis in the strategic process. "Other law enforcement agencies" may, in fact, have some importance, but there is some degree of uncertainty about this assumption.

The most important stakeholders having the most certainty are the chiefs of police and the city managers. They play a key role in both the strategic and transitional plans. Elected officials and police officers also play a key roles; however, their role is less certain. All the key stakeholders must be emphasized and concentrated in the strategic plan because of their strategic importance. Strategies must be developed to ensure support and cooperation of the key stakeholders.

CHART 6

Strategic Assumption Surfacing Chart

```
                              Most Certain
                                   |                    (3,11)
                                   |           (8,10)
                                   |
                                   |                (6)
                                   |                   (7)
                                   |
              (1)                  |      (4)  (9)
                                   |
Least ─────────────────────────────────────────────── Most
Important                          |          (5)      Important
                                   |
              (2)                  |
                                   |
                                   |
                                   |
                                   |
                              Least Certain
```
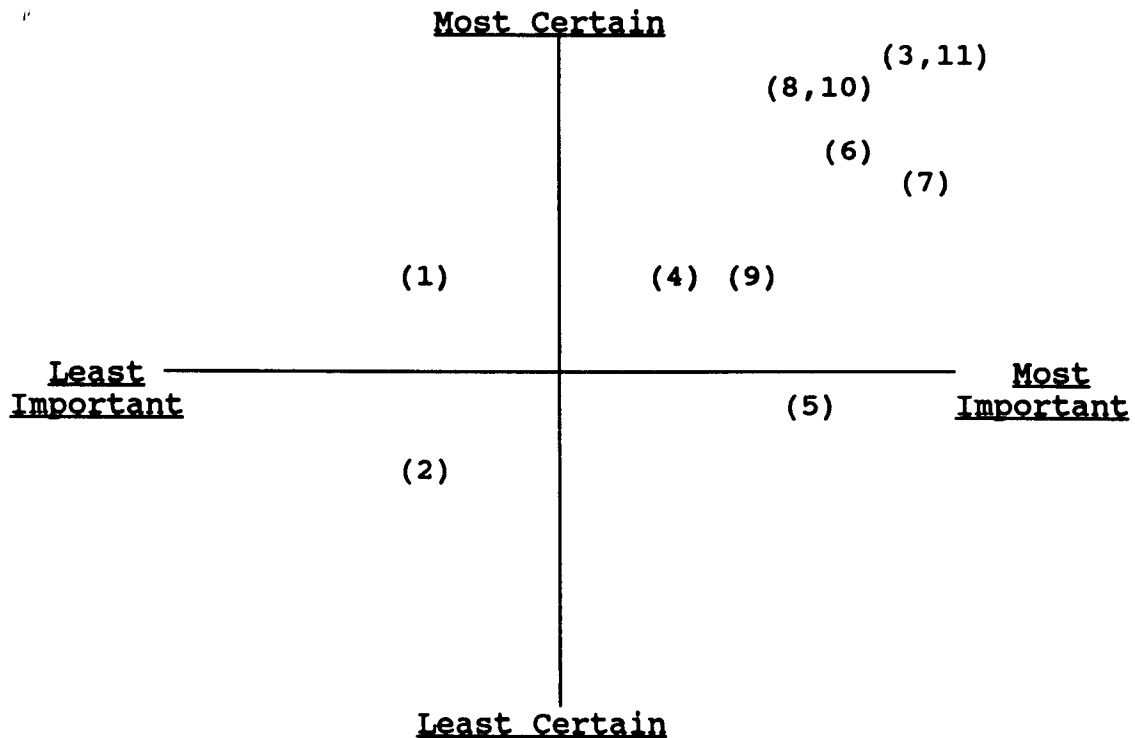
1.	Business community	7.	Police Unions
2.	Other city employees	8.	Elected Officials
3.	City manager	9.	Residents
4.	Nonsworn employees	10.	Police Officers
5.	Other law enforcement agencies	11.	Chiefs of Police
6.	Taxpayers		

Mission Statements

The mission of an organization is important because it provides purpose and direction for an organization. It also provides a level whereby the degree of success of the organization can be measured.

The same group of police personnel which completed the "WOTS-UP" analysis was given a sample of mission statements which were derived from the federally funded

"National Project to Develop Police Program Performance Measures."[16] The group had an opportunity to discuss the mission statements and felt that the statements had direct applicability to law enforcement. A "mission statement" formalizes the broad purpose of an organization. The "Macro" statement states the basic mission of the organization while the "Micro" statement states the mission of the organization in relation to the issue being addressed.

It is important that the mission of the departments and the relationship of the consolidation program to the mission be clear. Thus, it is incumbent that a task force be formed to ensure that the mission, as well as goals and objectives, be clearly delineated. The following are mission statements agreed on by the group:

"Macro" mission.

Crime Control. To minimize the occurrence of crime.

Crime Prevention. To maximize police knowledge of crime; successfully close reported crimes; maximize adherence to constitutional safeguards; present all relevant facts to, and participate as required in, the judicial process; and to recover and return crime related stolen property.

Conflict Resolution. To minimize disorder resulting from interpersonal and inter-group conflict and from personal stress and disorganization, subsequent to police intervention.

Services. To maximize the level and quality of those police services that are authorized or required by federal, state, and/or local governments and provided to the community and/or local governments.

<u>Administration.</u> To maximize the achievement of those objectives which facilitate the fulfillment of the primary responsibilities of the local police and their parent local government.

"Micro" Mission.

.   To maximize and ensure that citizens have a feeling of security.

.   To keep in tune with citizens' desire for protection and service.

.   To minimize the opportunity to commit crimes.

.   To help promote a healthy business climate by ensuring the protection of local businesses.

.   To constantly explore the most cost-effective means to achieve the departments' mission, goals, and objectives.

Modified Policy Delphi

Using various ranks of police personnel, including chief and captains, from the departments designated in the case study, a "modified policy delphi" process was used to generate, examine, and select strategic policy alternatives designed to address the issue.

After discussion, 11 policy alternatives were developed by the group. The alternatives, or strategies, were rated for further consideration by their level of desirability and feasibility.

Group members were then allowed to make pro and con arguments. A second round of voting took place using the Policy Delphi rating sheet. The result of this process was the following list of five policy alternatives.

Policy Alternatives

1. <u>Develop/prioritize clear mission statements</u>. Clear mission statements provide direction for the department as well as inform the public what the police department can and cannot do.

2. <u>"Streamline" services not related to law enforcement</u>. Services not related to law enforcement will be either cut back or totally eliminated, depending on the budgetary and manpower constraints. Functions not related to law enforcement should be handled by civilians rather than police officers. This would free up sworn officers to complete police-related activities. Consolidation would be considered of those services which are not eliminated.

3. <u>Develop innovative alternate funding techniques</u>. As tax dollars become tighter, it is incumbent on law enforcement to find other sources of funding. There are areas of private industry, for example, which are willing to provide expertise as well as resources to assist local police departments. Further, law enforcement must look at recovering costs for services other than those mandated by law.

4. <u>Develop "ad-hoc" task forces</u>. Task forces having a limited lifespan should be developed to work on a specific program area. Task forces would be formed both intradepartmentally and interdepartmentally for implementation of various parts and phases of consolidation. Another example of the use of a task force would be an investigative task force, which would be comprised of an officer from each department with expertise in a certain area to investigate a specific type of crime.

A task force should be developed to ensure that an adequate feasibility plan is written which addresses various areas. Some of these areas include a needs assessment, manpower allocation, cost evaluation, logistics, administration, and local control.

5.   Community education and input. Any changes in organizational priorities or levels of service must be prefaced with community education and input. An education program must create an awareness within the community in order to allay citizen's fears that they will lose control of their police departments. Also, the community must be aware that the quality of service will improve. Because the community is a vital stakeholder in the program, it should have the opportunity to give input.

Policy Options

To address the main issue, "How can consolidation of functions between small departments ensure their viability in the year 2000," and to ensure a well-managed objective-oriented guide to the future, three mutually exclusive alternatives are presented. With the use of a rating sheet for the "feasibility" and "desirability" of each alternative, the group selected two alternatives with the highest cumulative scores for discussion. Also selected for discussion was the alternative with the greatest polarization or diversification of opinion. The three alternatives, and their "pro" and "con" discussions, are presented as follows:

Policy 1 - Develop/prioritize mission statement.

Pro:

- The mission statement provides direction for the police department in accordance with the expectations of the community and states the department's purpose.

- Provides a measure against which to assess the organization.

Con:

- May lock the police department into a specific goal and not allow for flexibility.

- Opens the department up to criticism if an unrealistic goal is set and not met.

Policy 3 - Develop innovative alternate funding techniques.

Pro:

- More funds would be available to police departments for law enforcement related services.

- If citizens were charged for services not related to law enforcement currently provided by police departments, the citizens would be less to inclined request these services.

- There would be less drain on the already scarce resources of police departments.

Con:

- Creates ill will if the citizens feel that they are already paying for services with their taxes.

- The expense of collecting fees reduces the net recovery cost for services.

Policy 4 - Develop ad-hoc task forces.

Pro:

. Increases the ability to pool resources and expertise for a specific, short-term purpose. This approach saves costs and time by using expertise of specialists rather than generalists that most small departments now have.

Con:

. May be harmful to public relations of a police department if an individual from another police department is investigating a case.

. Task force members often forget which department they work for; they forget that they are a department member first and a task force member second. There also may be a feeling of a lack of accountability by a member to his/her specific department.

. Members of task forces become over-specialized in certain areas which may be detrimental to a "generalist" officer concept.

. Those not part of the task force may be jealous of the task force members.

Implementation Strategies

Given a clearer understanding of the various stakeholder groups, it is now possible to look at the implementation of a strategic plan to bring about the desired changes related to consolidating functions between small police departments. Energy and resources will be devoted to proper education and negotiation in order to gain support of the stakeholder to ensure that the desired changes occur.

The group identified specific strategies for each of the policies. They agreed that the most important characteristics of a good strategy are that the strategy is desirable,

attainable, measurable, accountable, and can be accomplished within a certain time frame. The following are the implementation strategies for the policies previously identified.

Policy 1 - Develop/prioritize mission statements.

Police departments must adopt a clear mission statement having as a top priority the deliverance of the highest quality of service. However, establishing a mission statement will not ensure that the departments are working toward their accomplishment. Goals and objectives must be delineated along with measures for each. An excellent example of mission statements, along with goals, objectives, and measures for each was developed by the National Program to Develop Police Program Performance Measures.

It will be important to gain input from the community regarding the level of expectations of their police department and what they envision the police department's mission is to be before mission statements are completed.

Responsibility: Chiefs of police, city manager, city councils

Implementation time: Six months to one year

Policy 2 - "Streamline" service not related to law enforcement.

Police executives must constantly monitor the level of service they provide to the community and evaluate more cost-effective uses of officers' time. Whenever possible, services must be streamlined to make operations more efficient. Some areas requiring evaluation include: taking minor traffic accident reports for insurance purposes only; taking noninjury traffic accident reports; sending a patrol officer to take a report on an incident when the victim could make a report at the

police station; taking reports over the phone. The provision of traffic services will be contracted with the California Highway Patrol.

>Responsibility: Chiefs of police, police mid-managers
>
>Implementation time: Four months

Policy 3 - Develop innovative alternate funding techniques.

Law enforcement executives must look for alternate means of funding. As inflation rises, the taxing ability of government becomes more difficult, and tax dollars become tighter. Additionally, there are private corporations and businesses which are willing to provide equipment and expertise to government. However, these corporate sources of funding must be actively sought out and cultivated.

Due to the sensitivity about charging user fees to recover costs for the provision of services other than those mandated by law, the chief of police will need the support of the city manager, city council and the community. The city manager and city council should be presented with a feasibility study outlining the need for cost recovery by charging user fees as well as those areas where costs for services should be recovered. Assuming they agree with the fees, the community should be educated about the program, primarily through the press and community relations programs. When the education program has been completed, user fees will be implemented.

>Responsibility: Chief of police, city manager, city council
>
>Implementation time: One year

Policy 4 - Develop "ad-hoc" task forces.

Ad-hoc task forces will be developed to handle specific areas in the implementation process. These task forces will consist of stakeholders or individuals having some influence in the area the task force is working on. For specific issue areas, key players should be identified and selected for inclusion on the task force. For example, it will be important to gain support from the officers. Selected officers from each department will form task forces to deal with specific problem areas, such as coordinating investigations between departments. A task force will also be formed to develop and administer agreements and contracts between departments.

A task force of chiefs will be formed to develop strategies for formalizing a consolidated approach to each chief's city manager and council. The chiefs should also prioritize the most important areas of consolidation and determine in which order they should be implemented.

Responsibility: Chief of police, city manager, middle manager

Implementation time: On-going

Policy 5 - Community education and input.

Prior to going to the public, it will be incumbent on the chiefs of police to fully inform their city managers and city councils in order to gain their support for the concept of the program. Next, community support will be gained through community education programs. To ensure that the community does not feel that it will be losing control of its department or that delivery of services will be jeopardized, local newspapers should be contacted and public forums held.

Responsibility: Chief of police, city manager

Implementation time: Six months

Planning Systems

The proper planning system is important for the implementation of a program to consolidate functions between small police departments. In order to determine which planning system was most appropriate, a brief analysis of the environment was conducted. Two factors were taken into account for this analysis: the general predictability of change in the environment and the general turbulence or rate of change in the environment.

The analysis showed that the case study cities, specifically, and California law enforcement, in general, will operate in a periodic planning mode. This is because law enforcement operates in a relatively turbulent environment in which change occurs at a rapid rate. The rate of change is, however, moderately predictable and, therefore, periodic planning and review is warranted.

The basic goal of consolidation of functions is to deliver the highest quality of service expected by the public at the lowest cost. With this goal in mind, the expectations of the public must always be kept in mind in the planning process. Thus, it is necessary to ascertain and evaluate the wants, needs, and expectations of the public. This is a constant process for not only planning but also for evaluation of the program.

The periodic planning system necessitates planning and evaluation at regular time intervals. It is important that various components of the program be evaluated, at least initially, on a quarterly basis. It is of paramount importance that goals, objectives, and cost-effectiveness measures for objectives be decided upon as part of the implementation process. A major review should be conducted at the end of the first year. The review should include an in-depth analysis to measure the degree to which the goals and objectives of the program are being met.

OBJECTIVE III:

TRANSITION PLAN

The third objective of the study is to develop a transition management process to assist in the implementation of the strategic plan for consolidating functions between small California police departments. It is designed to ensure a smooth transition into the desired future state and to ensure proper policy implementation. This process takes into account the current state of the environment and the needs of the stakeholders involved.

METHODS: IDENTIFICATION

In light of the recommended policy considerations discussed in the strategic plan, the following steps were performed during the transition process.

1. An analysis of the critical mass was completed to determine those individuals who are critical in the implementation of the plan.

2. The level of commitment of each member of the critical mass was analyzed.

3. A commitment planning process was used to determine the levels of commitment needed by the critical mass.

4. The responsibility of each critical mass member was determined, charted and analyzed using a responsibility chart.

METHODS: IMPLEMENTATION

In order to develop an effective model for the transition management process, it was necessary to focus on the local level. Objective II outlined a broad set of statements which have general application to California police departments. The transition plan is a specific process that requires detailed planning around actual situations. For this reason, the case

study was developed involving the four small police departments (Tiburon, Mill Valley, Sausalito, and Belvedere) in southern Marin County. The case study demonstrates how the transition plan actually may be implemented. These departments typify small departments in California and provide an excellent example of how consolidation of functions would be beneficial.

Critical Mass

During the Modified Policy Delphi procedure, the members were asked to identify the key stakeholders who are affected by or would most affect the implementation of a program of consolidating functions between small departments. From this group the most important stakeholders were selected and termed the "Critical Mass," since they would most greatly affect the implementation of the program. The critical mass were identified as the following:

Chief of Police. The second individual making up the "critical mass" is the chief of police. Without the encouragement and commitment of the chief, it is highly unlikely that the city manager will back the implementation of the program of consolidating functions. There are times when the chief of police has, in actuality, more influence over city councils and is more influential than the city manager. If the chief does not make the necessary time and resources available to implement this program, it is doomed to failure.

The chief of police will also direct the transition process in his specific department for implementation of the consolidation program. The processes include, but are not limited to, writing a feasibility study, gaining commitment from key stakeholders, and ensuring that task forces are developed and teams are built which are responsible for

various phases of implementation process.

City manager. The backing of the city manager is vital to the successful implementation of the program. The city manager has control over the police department's budget and has considerable influence with the city council. He/she plays an important role in gaining council support for the police department. Because of the city manager's knowledge and power to shape the policy and direction of city government, he is a vital stakeholder and must not be overlooked. City managers must be brought into the transition process from concept development to implementation.

City council. The city council has control over the city budget and, thus, can ultimately control the policies and direction of the police department by approving or disapproving budget appropriations. The policies and direction of city government are set by the city council. It is imperative that the city council be an integral part of the transition process. Their concerns range from concern over local control of the police department to the deliverance of quality services to the public. The council has considerable influence with the public and would be vital in gaining the public's support for a consolidation program. Without the city council's financial and philosophical support, the program will not be successful.

Police association president. The police association has the ability to ensure or impede the successful implementation of many policies and programs. The key individual in the police association is its president. He often has a direct line of communication with the chief of police in a small department. Chiefs of police are finding that one of the best

ways to ensure successful policy and program implementation is to involve the police association in the process, primarily the association president. Because of the sensitivity of consolidating functions, it is important that the associations be brought into the process early. Overlooking the union's input could damage the program's chances of success as well as strain the working relationship police management has with the association.

Under the Meyers, Milias, Brown Act, police administrators must "meet and confer" with police associations regarding those areas which affect "wages, hours, and working conditions." A program which would consolidate functions of small departments may impact wages, hours, and working conditions. The association president would often have enough influence and be able to muster enough support to override those in the association who oppose the program. Thus, it is critical that the support of the police association's president be obtained and that he/she be involved in the transition process.

Police captain. In many small departments, the middle management position ranges in rank from the police sergeant, to lieutenant, or captain. In the case study cities, the middle management position is generally a police captain. The middle manager will be of critical importance because he/she will head a task force which will be charged with implementing the program. The strategy to gain the support of middle management will be to stress the immediate positive affects of the program on current officer workload as well as to each member of the department. Further, the importance of the captain's role in gaining the community support must be emphasized.

Commitment Planning

An important part of the transition plan is determining where the critical mass stands on the issue. In this "Commitment Planning" process, the current standing of each

member of the critical mass is noted relating to whether they each would "block," "let," "help," or "make" the program happen. Next, a determination is made regarding the desired commitment, or position, each should have in order for the program to be successfully implemented.

Using a commitment planning chart (see Chart 7), the "current" and "desired" level of commitments can be displayed. Transition directors and managers (the police chiefs and captains) may quickly focus their energy on those members of the critical mass whose level of commitment must change. Those members will be the target of negotiation strategies or educational processes designed to obtain the needed level of commitment from each.

It will be incumbent on the transition managers to ensure that they obtain the commitment of the police association as it appears that their current position would be to block the program. Although the city manager would let the program happen, it is important to secure his/her commitment to help the program, primarily in his/her relationship with the city council and the city managers of other cities. It is also important to secure council members' commitment not only because of its influence with the community, but also because of their political relationship and influence with their counterparts from other cities.

CHART 7

COMMITMENT PLANNING CHART

	POSITION ON THE ISSUE			
	BLOCK IT	LET IT HAPPEN	HELP IT HAPPEN	MAKE IT HAPPEN
CITY MANAGER		O———→X		
CHIEF OF POLICE				XO
CITY COUNCIL		O———→X		
POLICE ASSOCIATION PRESIDENT	O——————————→X			
POLICE CAPTAIN			O———→X	

O = Current Position   X = Desired Position

Strategic Analysis.

In order to implement a program to consolidate functions involving multiple police departments, it is necessary to analyze the strategic process for involvement of key stakeholders. The analysis must focus primarily on those areas which will be considered negotiable and non-negotiable. The key stakeholders for analysis are the chief of police, city manager, city council, and police association.

City Manager. The city manager is the most powerful element in the administration of city government. The backing of the city manager is vital. Because of his/her knowledge of and interest in police affairs as well as his/her power to shape policy and direction of city government, the city manager is a vital stakeholder. The chief of police is directly accountable to the city manager. The success, or failure, of any police program may affect

the city manager and his/her relations with the city council.

The following are areas in which it is felt that the city manager may be willing to negotiate. They include the type and cost of equipment which will be furnished; specific functions to be consolidated; how the program will be administered; duties, tasks, and responsibilities of those involved in the program; cost to each city for participation in the program; and how the program will be evaluated. It is likely that the city manager will want the option of withdrawing from the consolidation program and will not negotiate on that point.

Chief of police. The implementation, direction, monitoring, and success or failure of policies and procedures of a police department are ultimately the responsibility of the chief of police. There are basic elements of a program to consolidate functions which are non-negotiable as they are vital to the success or failure of the entire program. Other areas, while they may be important, can be "traded off" in favor of retention of the crucial elements.

Certain areas which the police chief will be willing to negotiate on are the duration and manner in which the program will be monitored, the selection process for participation in ad-hoc task forces, specific hours of work and working conditions, and cost of participation. He will also be willing to negotiate determining on which functions will be consolidated. There are areas which the chief of police will not be willing to negotiate on, such as the right to set the policies and direction of the department and to administer discipline, and other areas where administrative discretion is indicated.

City council. The city council is by far the most powerful political entity. In the case study cities, the councils are made up primarily of high ranking professionals with intimate knowledge of modern business techniques and strategies. The council members

are very astute, highly educated, and demand considerable accountability of their city managers and police chiefs.

There is strong council interaction in the operation of the cities. Given the council's power, keen interest in police affairs, and the need to gain the council members' trust and confidence, it is very important to consider them as key stakeholders. Particularly important is their ability to ultimately control police budgets, set expectations, give direction (at times through budget appropriations) and determine salaries and benefits. The council also sets policy beyond budgets. For example, policies may be set by the formation of a joint powers agency through joint powers agreements with other cities.

The council's views and insights into their priorities are explored in the following paragraphs. First, the councils will be willing to negotiate on how the program may be monitored and evaluated, the expectations and goals which the program is designed to achieve, and the cost to the city for implementation and administration of the program.

The council will most likely not be willing to negotiate on the addition of more police personnel and higher wages and benefits. They will be even less willing to negotiate on the loss of local control or on accepting a lower level of service due to participation in a program to consolidate functions.

Police association. Though relatively unsophisticated compared with larger police associations, the police associations in the case study cities still have the ability to impact the implementation of many policies and procedures. The associations are tightly knit, cohesive groups. The chiefs have found them to be a valuable resource and important in the implementation of new programs.

The associations' involvement in the planning and implementation of policies and procedures has proven to be valuable, and the associations enjoy good working

relationships with police management. The survey of police chiefs revealed that due to the sensitive nature of a program to consolidate functions, officers may fear the following: job loss, lack of promotional opportunities, over-specialization, loss of the "identity" of their department, or total consolidation of their department with another. Overlooking the associations' input could damage chances of success of a consolidation program as well as strain the good working relationship police management has with them.

There are some areas in which the associations will be willing to negotiate. These include hours and working conditions for its members (which may also include nonsworn employees) and looking at converting cost-savings created by consolidation into benefit and salary increases for association members. They will also be willing to negotiate on the methods of selection to work specialized assignments and task forces.

Areas in which the police associations will not be willing to negotiate on include giving up any salary or benefits or relinquishing any of their rights, including their grievance ability. They also will not be willing to have any layoffs, reduction of current positions held by members, or reduction of department strength due to attrition.

Responsibility Charting

The transition process requires that the various "actors" and the role each plays be graphically illustrated. One tool which is helpful in task or role clarification is "responsibility charting" (see Chart 8). Responsibility charting starts with each member of a group rating the involvement of the actors in relation to tasks, actions, or decisions. Actors are then defined and labelled as follows:

R = "Responsibility" to ensure completion.

A = "Approval" is necessary.

S = "Support" is essential to completion, but their approval is not required.

I = Must be informed.

At the end of the individual responsibility charting, the group members meet and discuss their findings. The entire process is useful for assigning responsibility for task completion and gaining understanding of the roles others will play in the process.

Responsibility charting is particularly helpful when multiple departments are involved in a program. It is critical that each actor's role is clarified and directed towards the attainment of a specific goal or objective. The chart illustrates various decisions and tasks relating to consolidating functions. It also notes the main actors and their roles for each task and decision.

Project director. Selection of the overall project director is critical to ensure project completion. The director should be one of the chiefs of police in the program who has the confidence and trust of the other chiefs. He/she must have the ability to set priorities, possess good communication and negotiation skills, and be a good planner. It will be his/her responsibility to develop a feasibility plan and keep the city manager informed to ensure the manager's support throughout the process. In this way, the city manager, who is the chief's "link" to the city council, will ensure that the council keeps supporting the program. Each department's police chief will be responsible for project direction in his/her respective department; however, overall coordination of the group effort would be the responsibility of the designated chief of police.

A critical factor will be the responsibility of each chief to gain the support of his/her community for the program. The transition director should ensure that all the chiefs are

given the same information and coordinate the information given to the public.

Project manager. The project manager should be an individual of a lesser rank than the chief. Though the chief of police sets the policy and direction, the manager ensures that these policies are carried out. In a small department, the manager should be in a mid-management position (sergeant to captain). There should be a project manager from each department forming a task force, with one manager selected for overall project coordination.

The project manager should have responsibility for development of contracts or agreements between the departments, though these require the approval of the chiefs. Further, it will be the responsibility of the project manager to develop an implementation strategy for the program. Included in this is a training program for the departments' personnel. The implementation program is critical and must be carefully strategized as it requires employee support to ensure success. Further, it is important that the project manager constantly monitor and evaluate the program to ensure that the goals and objectives are being met.

CHART 8

Responsibility Chart

DECISION/TASK	ACTORS					
	PROJECT DIRECT.	CITY MGR.	COUNCIL MEMBER	POLICE ASSOC. PRES.	COMMU-NITY REP.	PROJECT MGR.
Feasibility Plan (develop)	R	A	A	S	I	S
Gain city manager support	R	I	-	A	-	S
Gain council support	S	R	-	A	-	S
Develop Joint Powers Agreements, contracts, agreements	A	A	A	S	-	R
Gain community support	R	S	S	S	S	S
Develop implementation/ training program.	A	I	I	S	-	R
Program coordination	S	I	I	I	-	R
Evaluation	S	A	I	I	I	R

ISSUE _
Consolidation of functions
in small police departments

R = Responsibility
A = Approval
S = Support
I = Informed
- = Unrelated

Readiness Assessment

The organizations' key leaders' readiness for change are measured by three dimensions (see Chart 9). The first dimension assesses the leaders' awareness of the environment as well as their appreciation of the dynamics surrounding people's reaction to change.

The second dimension measures the leaders' motivation and willingness to change, to develop and activate contingency plans, and to share responsibility.

The third dimension measures the skills and resources of the key leaders. Included within this dimension are measures of the leaders' detailed "vision" of the future, assessment and interpersonal skills, personal relations, and time and resources to be involved in the change process.

The key case study leadership groups involved in the transition process have not only the capability but the readiness to change. They see the advantages of change and are willing to take risks, provided the risks are within budgetary limitations. For the most part, each key leader has a vision of the future and is willing to take part in the change process. More than just awareness and motivation, they have the skills and resources necessary for an orderly transition process. Given these factors, they will do what they can to implement and ensure a successful program to consolidate functions between the various police departments.

An integral part of the transition plan is the assessment of the organization's readiness and capability for major change (see Chart 10). Each individual or group is listed who is critical to the change effort. Then each is ranked "low," "medium," or "high" as to their "readiness" and "capability" for change.

CHART 9

ASSESSING YOUR ORGANIZATION'S (KEY LEADERS') READINESS FOR MAJOR CHANGE

	LITTLE DEGREE	VERY LITTLE DEGREE	SOME DEGREE	GREAT DEGREE	VERY GREAT DEGREE

AWARENESS DIMENSIONS

	1	2	3	4	5
1. AWARENESS OF THE NATURE OF THE ORGANIZATION'S CURRENT ENVIRONMENT.	—	—	—	—	X
2. UNDERSTANDING OF THE NATURE OF INTER-RELATIONSHIPS AMONG ORGANIZATIONAL DIMENSIONS (E.G. PEOPLE, CULTURE, STRUCTURE, TECHNOLOGY, ETC.)	—	—	—	X	—
3. APPRECIATION THAT THE CHANGE SITUATION HAS SOME UNIQUE AND ANXIETY-PRODUCING CHARACTERISTICS.	—	—	—	X	—
4. APPRECIATION OF THE COMPLEXITY OF THE NATURE OF INTER-RELATIONSHIPS AMONG ORGANIZATIONAL DIMENSIONS (E.G. PEOPLE, CULTURE, STRUCTURE, TECHNOLOGY, ETC.).	—	—	—	—	X

MOTIVATIONAL DIMENSIONS

	1	2	3	4	5
5. WILLINGNESS TO SPECIFY A DETAILED "VISION" OF THE FUTURE FOR THE ORGANIZATION.	—	—	—	—	X
6. WILLINGNESS TO ACT UNDER UNCERTAINTY.	—	—	—	—	X
7. WILLINGNESS TO DEVELOP CONTINGENCY PLANS.	—	—	—	—	X
8. WILLINGNESS TO ACTIVATE (FOLLOW) CONTINGENCY PLANS.	—	—	—	—	X
9. WILLINGNESS TO MAKE ACHIEVEMENT OF THE "VISION" A TOP PRIORITY.	—	—	—	X	—
10. WILLINGNESS TO ASSESS OWN THEORY OF ORGANIZATIONAL BEHAVIOR.	—	—	—	X	—
11. WILLINGNESS TO INCREASE ORGANIZATIONAL DISSATISFACTION WITH CURRENT SITUATION.	—	—	—	X	—
12. WILLINGNESS TO USE NON-AUTHORITY BASES OF POWER AND INFLUENCE.	—	—	—	X	—
13. WILLINGNESS TO SHARE RESPONSIBILITY FOR MANAGING CHANGE WITH OTHER KEY LEADERS IN ORGANIZATION.	—	—	—	X	—

SKILL AND RESOURCE DIMENSIONS

	1	2	3	4	5
14. POSSESSES THE CONCEPTUAL SKILLS TO SPECIFY A DETAILED "VISION" OF THE FUTURE FOR THE ORGANIZATION.	—	—	—	—	X
15. POSSESSES ASSESSMENT SKILLS TO KNOW WHEN TO ACTIVATE CONTINGENCY PLANS(S).	—	—	X	—	—
16. POSSESSES INTERPERSONAL SKILLS TO EFFECTIVELY EMPLOY NON-AUTHORITY BASED POWER AND INFLUENCE.	—	—	—	X	—
17. POSSESSES PERSONAL RELATIONSHIPS WITH OTHER KEY LEADERS IN THE ORGANIZATION.	—	—	—	X	—
18. POSSESSES READY ACCESS TO RESOURCES (TIME, BUDGET, INFORMATION, PEOPLE, ETC.).	—	—	—	X	—

CHART 10

Readiness/Capability Chart

INDIVIDUAL/ GROUP	READINESS			CAPABILITY		
	HIGH	MEDIUM	LOW	HIGH	MEDIUM	LOW
POLICE CHIEF	X			X		
POLICE CAPTAIN		X			X	
POLICE SGT.		X			X	
POLICE OFC'S			X		X	
CITY MANAGER	X			X		
CITY COUNCIL		X			X	
MAYOR		X		X		
NON-SWORN		X			X	

Program Objectives

Prior to any implementation program, specific measurable goals and objectives must be delineated. The chiefs must decide what they want the consolidation of functions to accomplish. Specific measurable objectives must be delineated. An objective is a statement of direction, purpose, or intent. Objectives are ultimate ends or outcomes sought, not processes or activities conducted to achieve these ends or outcomes. Objectives have certain attributes, such as measurability, validity, achievability, and quality. The objectives may be stated in terms of percentages maximizing or minimizing an increase or decrease, or on a cost-effectiveness basis. The goals for each program must be determined, and objectives to reach the goals specified. For each goal and objective, there must be a

commensurate measure of degree of attainment.

An example of basic objectives would be to maximize police knowledge of crime; successfully close reported crimes, minimize the occurrence of crime, and maximize the level and quality of police services. Each of these basic objectives is measurable, valid, achievable, and has quality.

Task Force

An effective method of implementation will involve the use of task forces. The task forces will be headed by project managers. The task force concept is particularly useful for broad and/or complex issues. Community involvement in task forces is important on issues dealing with local control, cost, service and tax issues. Representatives from cross-sections of the community, such as business persons, residents, etc., should be included.

Also represented on the task force would be a "diagonal slice" through the police departments. Staff, line, and management level personnel should be included. Their inclusion will assist in creating understanding and gaining commitment from all levels of the organization. Understanding and commitment is critical to the success of the program. The composition of the task force would depend on whether the goal or objective was intra-agency or interagency. It is of utmost importance that the members of the task force work together toward the attainment of a mutual goal or objective.

If it necessary to form joint powers agreements between the cities, council members should form task forces. Often council persons sit as directors of joint powers authorities. Council members often interact on a political level with colleagues from other cities. The council members' involvement in task forces would assist in ensuring an orderly transition process and help gain their commitment for successful implementation of the program.

Team Building

When a new transition structure such as a task force is set up, there is a great deal of uncertainty about roles and expectations. Team building uses a variety of methods for ensuring clarification of one's role and expectations in the transition process. Further, it helps ensure positive communication between members of departments and facilitates the participants working together toward the attainment of mutual goals. Team building is also a useful method for gathering feedback once the implementation process is underway.

Participants in the team building program would consist of all the main actors in the transition process as well as other stakeholders. Because most of the issues transcend political boundaries, team building programs should be either intrajurisdictional or interjurisdictional.

Communication and Feedback

Whether established by team building or in some other way, an essential part of the transition process is good communication and feedback. It is important for the project directors, for example, to discuss both mutual and individual problems related to each departments program to consolidate functions. The intent and reasoning of new policies and procedures must be clearly communicated to those who will carry them out or be affected by them. Systems that provide feedback relating to the effectiveness of these policies must be set up. If carried out properly, communication and feedback should ensure successful implementation of the strategies suggested in the proposal.

Program Evaluation

Program evaluation and measurement of performance in relation to goals and objectives is often overlooked in both the transition process and the evaluation of ongoing programs. It is important that the evaluation process and measures be objective and consistent between departments. Both the process as well as measurements should be discussed and agreed upon prior to the implementation of the program. The use of accepted evaluation techniques and measurements will objectively ascertain the degree to which the programs are achieving their intended goals and objectives.

CONCLUSIONS AND IMPLICATIONS

The study has answered the issue question, "How can the consolidation of functions between small California police departments ensure the viability of the departments by the year 2000?" Given the current rate of inflation and the limitations on governments' taxing abilities, coupled with the increasing demand by the public for police services, it is the writer's opinion that police, in general, and small police departments, in particular, will have difficulty keeping up with the public's demands.

Due primarily to budgetary and manpower constraints, it appears that small police departments will have extreme difficulty providing the service level demanded by the public in the year 2000. There is a good possibility that, in the future, chiefs of police of small departments, city managers, and politicians will face the inevitable options of either lowering the quality and quantity of services, consolidating their police department with another department, consolidating functions between departments, or disbanding their police department and contracting for law enforcement services.

The following presents a brief summary of the study, interprets the outcome and results of the study, and provides implications for the future.

SUMMARY

Objective I - Defining the Future

This objective analyzes the general issue, "How can consolidation of functions between smaller California police departments ensure their viability by the year 2000," using research methodologies. Past, present, and future subissues were identified and addressed in the study. A survey was sent to the 146 chiefs of police of small California police departments. The results of the survey overwhelmingly confirmed that the

responding chiefs of police view consolidation of functions as a viable future concept for the future.

Based on the analysis and evaluation of forecasted trends and events, coupled with forecasting data collected through personal reflection, scanning of the available literature, discussion with law enforcement professionals, and the survey of the chiefs of police, three scenarios were written. The three scenarios include: exploratory ("most likely"), normative ("desired and attainable"), and hypothetical ("what if"). The scenario chosen for use throughout the remainder of the study was the normative as it is closest in representing the most desired, attainable future for four southern Marin County cities (Tiburon, Mill Valley, Sausalito, and Belvedere) used in a conceptual case study.

The scenario depicts a future with four police departments continuing to exist as separate entities while working in concert and consolidating functions to provide cost-effective law enforcement services to their respective cities. This future was the result of the implementation of a program which was devised years before to consolidate functions between the departments in southern Marin County. Policies and procedures were developed to avoid an undesirable future and achieve a desirable one.

Objective II - Strategic Plan

The strategic plan maps the general path from the present state to the desired future state as outlined in the chosen scenario. It analyzes the strategic management process, including policy considerations, strategic decision-making, and strategic planning.

Implementation strategies for policy alternatives were developed during a modified policy delphi process. The policies and strategies are as follows:

Police departments must develop a clear mission statement, goals and objectives, and their respective measures prior to the implementation of a consolidation program. An important part of the process in developing the mission statements is to gain input from the community regarding their expectations of their police departments and what they envision the department's mission to be.

Ad-hoc task forces should be developed to handle the implementation process. These task forces will consist of stakeholders or individuals having some influence in the area on which the task force is working. For example, community/citizen input will be a vital part of the implementation process for consolidation of functions. Thus, a member of the community (such as a council member) should be part of the task force on community education.

Community education and input is a vital process which must be planned. First, the chiefs of police must fully inform their city managers and city councils in order to gain their support for the concept of the program. Next, the community's support should be gained through community education programs.

Objective III - Transition Plan

A transition management plan was developed to assist in the implementation of the strategic plan. The transition plan ensures a smooth transition into the desired future state and implementation of policies. It takes into account the current state of the environment and the needs of the stakeholders involved.

The first step in the transition plan considers the critical mass, or those individuals who are critical in the implementation of the plan. The critical mass members included city managers, chiefs of police, city council members, police association presidents, and

middle-management level police personnel. The commitment of the critical mass must then be analyzed to ensure the commitment of each to the implementation of the program.

The responsibility of the key "players" and their roles were analyzed. The chief of police should be project director, and the project manager should be a police middle-manager. The primary responsibility for the implementation and overall coordination of the program rests with the chief of police. It is very important that the city manager and council members' be part of the development and implementation process. The council members primary contribution would be in voting approval for the project, making policy, and gaining the support of the community for the project.

Next, an evaluation of the case study organizations' readiness and capability for change showed that, overall, they are not rated high in either category. The organizations' key leaders, however, are very aware of the current environment, are motivated and willing to act to better the organizations, and are highly skilled and resourceful.

Other steps involved in the transition plan included organizing various task forces for program implementation, team building to clarify roles and expectations, developing communication and feedback processes to ensure problems and concerns are addressed, developing program objectives prior to implementation which provide direction for the program, and finally, developing a system to measure the degree to which the program objectives are being attained.

CONCLUSIONS

Based on the findings of the study, consolidation of functions between small California police departments will become a necessity in order to ensure the departments'

viability in the year 2000. By that year, most small departments will not be able to deliver the same quality of service as the larger ones. The fiscal constraints and the public's expectation of high quality law enforcement services will necessitate either consolidation of small departments or consolidation of their services.

The survey of chiefs of police points out that almost all feel that consolidating functions is a viable alternative for ensuring small departments' continued existence. They also feel that in the future, this alternative may be the only one that will enable small departments to remain as separate entities.

The issue continually arises regarding small police departments' ability to deliver the same or higher level of expected services in the future and still cut costs. Based on the research, the answer is that they will not be unable to unless an alternative approach to current delivery of services is instituted. The trends outlined in the study show that the costs of service delivery will rise in the future. The citizens will still expect to be protected by the police and receive a high level of service. However, they will not be willing to pay more taxes to receive these services. Police chiefs and city managers must admit when the quality drops below not only the level expected by the public but also below the level which can be attained. They must be honest with the public in stating the level and quality of service which can be delivered commensurate with fiscal constraints put on police departments.

The local control issue appears to be of paramount importance in implementing a consolidation program. Citizens want their own "community" police departments. The survey, interviews, literature scanning, and this study affirm that even the hint of a threat of invading the sanctity of politicians' ability to control their police departments may doom the program to failure. They do not necessarily want to control the operation of the

departments, but they want to be able to have input in the prioritization of services. It is important that chiefs of police approach their city managers and city councils objectively and openly to help them understand and accept that consolidation of functions would not be a threat to their control over their police departments. If the chiefs are truly objective and honest in their approach to consolidation, they would state that the deliverance of quality service depends on consolidation. Further, the control issue would not be as important if the politicians had trust in their police administrators abilities to be responsive to the community's needs and to control their own departments.

Individually, small departments cannot possibly afford to keep up with technological advancements. Even the purchase of a small personal computer system may account for a large portion of the department's budget. Updating existing technology is difficult considering the budgetary constraints small departments face.

Chiefs of police of small departments must admit that their departments are not delivering the highest quality of service possible to their communities because of the high turnover of personnel. The study showed that recruitment of personnel is very difficult; however, retention is far more difficult. The impact of an officer leaving a small department is far greater than on a larger one. This can be shown on a percentage basis. Moreover, small departments are constantly training their new, inexperienced officers to be generalists and handle cases from preliminary investigation to follow-up. When the officer has had enough training, the officer leaves for a department where there are more occasions use utilize the training and more possibility for advancement. The cost of training a new officer is high; however, the cost of a less-experienced and, consequently, less-productive officer trying to serve the needs of the community is far greater. Additionally, losing an officer to another department has a negative effect on morale.

Consolidating functions provides officers with more opportunities to use their skills. For example, though an officer is trained to investigate a specific crime, his/her city may not have many crimes of that type. However, if the officer could be the investigator for this type of crime in multiple cities under a consolidation program, his/her expertise and incentive to remain would be enhanced. This is just one way in which a consolidation program would benefit officers and help reduce costly turnover.

Given the outcomes discussed above, as well as other findings presented in the study itself, consolidating functions between small police departments is the best approach to remedy problems that are occurring now, or will soon occur, in these departments and ensure their productive existence in the year 2000. Given the alternatives (i.e., providing a lower level or quality of service, disbanding police departments, or contracting with another law enforcement agency for service), the writer feels that consolidating functions can become an acceptable choice and a reality to most people once they understand the results of not doing so versus the benefits of choosing this approach.

The content of this project does not adequately encompass either the thoughts or direction the writer had intended when undertaking a study on the issue of consolidation of functions because the study was required to be based primarily on the data derived from the nominal group and modified policy delphi group that had to fit within a prescribed process. The process did not allow for deviation. For example, policy alternatives developed by the modified policy delphi group did not all relate to the issue; yet the format left little latitude for deviation from the group's output. Even though not directly related to the study issue, it was still necessary to use the unrelated data.

IMPLICATIONS

Although the study addressed the issue of consolidation of functions in small police departments, some important issues were brought up which were not directly related to the study issue. Therefore, one implication of this study is that other research projects should be conducted on some of these additional issues of importance to law enforcement.

One of the most important implications of the study is that most police departments lack a definite statement of the department's mission. The mission of all police departments is the same. The differences in police work are a matter of degree, not character. Many police departments do not have a mission statement other than the old standby, "To protect and serve." However, the mission goes much deeper than that. A mission statement provides purpose and direction for an organization as well as establishes level whereby the degree of success of the organization can be measured. One implication of this study is that a futures study should be conducted into what the actual mission of police departments will be in the future. Do police actually know what their mission is today? Considering possible trends and events, what do today's police, city administrators, politicians, or citizens envision law enforcement's mission to be in the future? Will it be the same as today or will it change?

Another futures study relating directly to the mission of law enforcement should be conducted on the development of measurable goals and objectives for police. Very few police departments have written goals and objectives which are valid, have quality, and are measurable and achievable. Furthermore, in the few departments which have written goals and objectives, the measures are often self-serving or are not an accurate measure of goal attainment. How will the success of police be measured in the future? What will

the criteria for "success" be in light of community needs and desires? What will the community's expectations be of police?

Some small police departments have already begun to consolidate functions between them. Areas such as communications are, on a limited basis, being consolidated. The study pointed out other areas of concern which lend themselves to consolidation. The study presented the general topic on consolidation of functions. It would be helpful to explore a specific function, such as investigations, and complete a study on it.

The study points out the need for a research project to be conducted on the future of reserve police officers. Small departments have become very dependent on their reserve police officers to supplement their ranks. Lately, the departments have had problems because the number of reserves has dwindled. What role, if any, will reserve police officers play in the future? Will the mandated requirements be lowered, raised, or remain the same?

The use of joint powers agreements between cities was mentioned in the study. The use of such agreements in the future should be explored. The optional use of joint powers agreements may be integral in the implementation of a program to consolidate functions between small police departments. Because the joint powers agencies are governed by representatives of the involved governmental entities, joint powers agreements may be a way of ensuring that there is not a loss of local control.

Almost all of the police chiefs responding to the survey felt that the area of training should be consolidated. Though many look to the Commission on Peace Officers Standards and Training (POST) to provide training services, police departments must still have an ongoing, in-service training program for their officers. Small departments often cannot send an officer away for training because that officer may be a large percentage of

the entire police department and cannot be spared. They also do not have the in-house expertise to conduct quality training. While POST's training is generally very good, it is often too infrequent and untimely.

A controversial implication of the study is that there must be a leader in setting standards for and assisting in training of small police departments. Being in a prime position, POST has an opportunity to be this leader. The study necessarily produces the question, "What will POST's role be in assisting small police departments' training in the year 2000?" It appears that POST has not yet recognized that small departments comprise 35 percent of California's police departments. If POST has recognized this and understands the small department's training needs, there has been comparatively little overt action. POST seems to have concentrated on the medium and large police departments who can already afford a training unit, section, division, or even bureau. However, this is a luxury for a small department. After working for more than 20 years on a medium sized department which could well afford an excellent training division, and after being the chief of police in a small police department in which comparable training capabilities cannot be realized, it is the writer's opinion that POST must in the future do more to provide coordinated, in-service training programs for needs of small departments.

The most obvious implication of this study for the future is that small police departments must change their way of operating if they are to continue to exist. Furthermore, consolidation of functions between small police departments must be seriously considered by chiefs of police, city managers, city councils, and citizens as a viable means of maintaining the existence of small police departments and providing quality police services.

The study on consolidation was first envisioned with the intention of producing a document which would provide a practical guide for the implementation of a consolidation program. Unfortunately, the data developed under the prescribed structure and process made this difficult. The study, however, successfully presents a path which police chiefs of small departments can follow to implement a program to consolidate the functions between their departments. It deals with the process of consolidating functions more than it does with the consolidation's product since the development of a proper process is much more important, and certainly more difficult.

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Appendix I

NOMINAL GROUP

1. Organizational Consultant, Mill Valley, CA.

2. Director, Police and Fire Services, Mill Valley, CA.

3. Architectural Engineer (Former Mayor), Tiburon, CA.

4. Town Manager, Town of Tiburon, CA.

5. Captain, Tiburon Police Department, Tiburon, CA.

6. Planning Director, Tiburon, CA.

7. Chief, Ross Department of Public Safety, Ross, CA.

8. Captain, Petaluma Police Department, Petaluma, CA.

9. Owner, Alarm Company and Cruise Line, Tiburon, CA.

Appendix II

TRENDS

1. Increase in Joint Powers Agreements.
2. Increased use of technology by law enforcement.
3. Local community resistance to change.
4. Declining general educational level.
5. Changed value system of entry level in law enforcement.
6. More "volatile" local economies.
7. Fragmentation of large industries.
8. Increase in early law enforcement retirements.
9. Increased use of volunteers.
10. Increased overall state population.
11. Increased number of persons per household/apartment.
12. Shorter/multiple careers.
13. Increased daytime occupied housing.
14. Increase of two career families.
15. "Contracts" for entry level into law enforcement.
16. Increased firearms sophistication by criminals.
17. Higher training costs for smaller departments due to higher turnover.
18. More use of civilians in law enforcement.
19. Level of user fees by law enforcement.
20. Increased demand for higher wages by public sector employees.
21. Demographics change because of Pacific Rim influx.
22. More service at less cost demanded by public.
23. Increased "underground economy" means more bartering, less taxes paid.
24. Higher use of "private" companies to complete traditionally   public functions.
25. More high rise cities.
26. More homeless (increased aid to homeless, more homeless victims/criminals).
27. Alternatives to Jail Incarceration increase in use -- more criminals on streets.
28. Decrease in qualified entry level law enforcement candidates.
29. POST standards required for working in various law enforcement functions.
30. Employees demand new/different rewards.
31. Increase of women in the workforce.
32. Increase of loss of management rights/prerogatives.
33. Decrease of crime rate.
34. Change in public's expectation of law enforcement's mission.
35. Increase in welfare related costs.
36. Level of confidence in government/authority.
37. Desire of unincorporated areas to annex.
38. Cities do not want to annex unincorporated areas.

EVENTS

1. Law passed requiring per capita funding for police budgets.
2. Major change in state/federal administration.
3. California county goes bankrupt.
4. Laws passed for police to charge user fees for services performed.
5. Major annexation/incorporation.
6. Natural disaster.
7. Major riot.
8. Legalization of tent cities.
9. Free trade laws adversely impacting California-based businesses.
10. Realignment of electoral districts.
11. Income tax reform ("flat tax").
12. Mandatory imprisonment for violent crimes.
13. Treatment found for treatment of senility.
14. Housing appreciation fully taxed.
15. US border opens up -- unlimited entry allowed.
16. Mandatory laws imposing driving limits (required rapid transit use necessary).
17. "No victim/no crime" laws passed.
18. Personal identification required.
19. Federal gun control law passed.
20. Property tax limits repealed.
21. Mortgage tax deduction limits passed.
22. Government employee strike.
23. Determinate sentencing laws (probation, no parole).
24. Mexican revolution installs "Castro-like" government.
25. Mandatory housing law for homeless.
26. Increase in state taxes.
27. Stock Market crash.
28. Spending limits repealed.
29. OPEC reduces oil production 20%.
30. Taxpayers revolt (new "Prop. 13" - type legislation).
31. Abortion legalized.
32. "Right to die" laws passed.
33. Use fees capped by courts.
34. Consumer boycott (less spending/less taxes)

Appendix IV

MODIFIED POLICY DELPHI GROUP

- William Fraas, Chief of Police, Sausalito (CA) Police Department

- Mark Thomas, Captain, Sausalito (CA) Police Department

- Peter Brindley, Director, Mill Valley (CA) Police and Fire Services

- Robert Sisk, Captain, Mill Valley (CA) Police Department

- Steven Lewis, Captain, Tiburon (CA) Police Department